



BETTER GOVERNMENT: THE MEASURE OF ACHIEVEMENT

The Year 1959

SIXTH ANNUAL REPORT
OF MAYOR ROBERT F. WAGNER
TO THE CITY COUNCIL AND TO
THE PEOPLE OF NEW YORK CITY

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Better Government:
The Measure of Achievement

Sixth Annual Report
of

Mayor Robert F. Wagner
to the City Council
and to the People
of New York City

January-December, 1959



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Goals and Achievements

FROM THE OUTSET, my administration has sought to focus its efforts and resources on coming to grips with the broadest and most urgent problems facing the City. In my first annual report, and in each succeeding report, I have set targets for action—goals toward which we would seek to move in the ensuing year. By stating these goals in advance annually, I have sought to alert all City officials and agencies to prompt, vigorous action in those areas of greatest concern to all of us. Also, by spelling out the goals—and by placing our specific accomplishments against them—I have sought to provide our citizens with the means to appraise broadly the effectiveness of the City government.

In government, few goals are ever fully achieved. The task is a continuous one, often in the face of enormous obstacles. Nevertheless, the setting of goals is a desirable thing. Where our achievements have been less than our hopes, this only means that our efforts must be greater.

These are the goals we set ourselves last year, and our accomplishments in meeting them.

CHARTER REVISION

The first goal: *To set up a Charter Revision Commission. . . .*

I urged the State Legislature in 1958 to authorize the creation of a charter revision commission of the type which produced our present charter in 1937. The legislature refused to act. Last year, shortly after I had submitted local legislation to the City Council for the establishment of a charter revision commission, the Legislature and the Governor created another commission to study the governmental operations of the City and to recom-

mend changes in the charter. We therefore tabled our own charter legislation, but the first report of the State Commission, issued in February of this year, failed to provide any basis for constructive changes in the organization of our City government.

Accordingly, I assigned to eight top City officials the task of preparing a revised charter. These men, by virtue of their extensive governmental experience, brought to this task an intimate knowledge of City government.

Early in 1960, two charter surveys were under way, one by the Temporary State Commission on Governmental Operations of the City of New York, the other by the staff of New York City officials.

As part of an agreement between the City and State, concluded on March 26, joint action was arranged. The State Commission, under this arrangement, would be increased by two additional members, appointed from the City charter staff, while the other members of the staff would be active as consultants. This merger will give to the State group the benefit of the immense reservoir of knowledge and experience among the members of the City's charter staff. The Commission will report its findings and conclusions before January 1, 1961.

MANAGEMENT EFFICIENCY

The second goal: *To accelerate our drive for maximum efficiency. . . .*

Organization surveys and follow-up actions were carried out in the Board of Education, the Departments of Purchase, Marine and Aviation, Air Pollution Control, Buildings, Water Supply, Gas and

Electricity. In these and in all other City departments our management forces are continually at work to reduce the cost of government and improve service.

Research in the use of automatic equipment to replace less efficient, slower and more costly manual methods made considerable headway last year. At year's end plans for new or expanded business machine installations had been completed for several agencies, including the Departments of Finance, Purchase, Licenses, Real Estate, Investigation, Welfare and the Board of Education.

Performance standards and work-load data are shown in the 1959-60 budget for 45 agencies, compared with 37 in the 1958-59 budget. These standards and work-load information are designed to tell us how efficiently assigned work is being performed.

The City's management reporting system was extended last year to provide information on the status of maintenance and repair of physical facilities operated by the City, such as hospitals, schools, correction institutions. The reports enable prompt remedial action to be taken where needed.

An automotive unit was set up to study the assignment and use of City-owned cars. In its first year, the work of the unit has reduced the City's fleet by 68 cars—including 26 big limousines—and has saved \$120,000.

As part of our effort to improve employee-training at all levels, we inaugurated last year an Executive Development Program, conducted in cooperation with New York University's Graduate School of Public Administration and Social Service, under a grant of \$250,000 from the Ford Foundation. Commissioners, bureau heads and other executives from the City's operating agencies are receiving training designed to improve the management effectiveness of our City departments.

URBAN RENEWAL

The third goal: *To expedite the West Side Urban Renewal Project. . . .*

Work on the 20-block West Side Urban Renewal Project advanced during the year. A preliminary plan for the area completed in 1959 was approved after public hearings. The final plan, now being prepared by the Urban Renewal Board, will be distributed for study, discussion and public hearings by the Planning Board and Board of Estimate

prior to submission to the Federal government. Acquisition of property and relocation will start immediately following approval by the Federal government.

ZONING

The fourth goal: *To move toward the adoption of a modern zoning resolution. . . .*

A major undertaking of the City Planning Commission last year was the preparation of a comprehensive revision of the Zoning Resolution. Sound zoning, to fit New York's needs, can be one of our major allies in rebuilding today and preventing slums and blight tomorrow. After public hearings early in 1960, the proposed new Zoning Resolution will be submitted to the Board of Estimate.

INDUSTRIAL PARKS

The fifth goal: *To advance the redevelopment of blighted, predominantly vacant areas of the City suitable for industrial parks. . . .*

The Urban Renewal Board last year prepared a preliminary plan for development of the 95-acre Flatlands Industrial Park in southeast Brooklyn. Its development is made possible by State legislation sponsored by the City, permitting municipalities to acquire predominantly vacant and blighted land for redevelopment. Development of the Flatlands site is expected to increase the assessed valuation of the area ten-fold. At year's end the plan had been submitted to the Board of Estimate. This will be the first of the City's industrial parks; it is our objective to develop others.

ATTACK ON SLUMS

The sixth goal: *To push forward our massive attack on slum conditions. . . .*

A continuing series of crash inspection surveys were conducted in selected areas where a high incidence of serious buildings violations was suspected. We initiated a neighborhood conservation program designed to arrest blight through the concerted efforts of tenants, owners, civic organizations and City agencies. A permanent ban has been imposed on the conversion of multiple dwellings to single room occupancy and we have prohibited the occupancy, after January 1, 1965, of single-room accommodations by families with children

under 16 years of age, unless the room has its own cooking and bathroom facilities. A special Housing Court has been established within the Magistrates' Court to facilitate swift prosecution of slumlords who chronically violate the multiple-dwelling laws.

We have replaced the Bureau of Real Estate with a newly organized Department of Real Estate, headed by a Commissioner responsible to the Mayor.

We have received and directed the implementation of a far-reaching group of recommendations dealing with all phases of relocation and organization of our municipal housing agencies.

HOUSING SUPPLY

The seventh goal: *To increase the amount of the City's housing supply. . . .*

In the past year, 41,948 new dwelling units were added to the City's housing supply, consisting of 37,218 units in newly constructed dwellings and 4,730 units obtained through conversion of existing structures. This is the largest number of new dwelling units completed in any year since 1952. The net gain in our housing inventory in 1959 came to 22,647 units, after deducting all losses resulting from demolitions and conversions.

FAIR HOUSING PRACTICES

The eighth goal: *To continue our efforts toward freeing the housing market of restrictions which exist on the basis of race, creed or national origin. . . .*

From April 1, 1958, when the City's Fair Housing Practices Law went into effect, until the end of last year, 511 cases were handled by the Commission on Intergroup Relations. 52 percent were settled by conciliation, and in most of these cases, the complainant received a specific offer of an apartment. About 20 percent of the complaints were dropped because investigation showed that the charge of discrimination was not supported by the facts. The remaining cases were closed for a variety of reasons, such as lack of jurisdiction or failure of the complainant to follow through. Some 70 real estate management firms have entered into written commitments to maintain fair housing practices in all of their buildings.

Last year, administrative arrangements to imple-

ment the Fair Housing Practices Law were worked out with City departments dealing with housing, notably the Department of Real Estate, the Department of Welfare and the Committee on Slum Clearance. For example, the Slum Clearance Committee agreed to incorporate in contracts with Title I sponsors specific provisions relating to compliance with the Fair Housing Practices Law, and requiring sponsors to include such provisions in their contracts with relocation agents.

CLEAN CITY

The ninth goal: *To continue and expand the work begun four years ago for a cleaner City. . . .*

Our City's annual "Big Sweep" drive has proven to be one of the most effective and popular civic campaigns in the history of the City. Each year the Sanitation Department and the Clean City Committee have cooperated in focusing the campaign on some particular source of dirt or litter. Last year emphasis was put on sidewalk cleaning. An educational campaign was aimed at householders, building superintendents and merchants. After several weeks of warning, enforcement began. The drive was notably successful in reducing the nuisance of sidewalk litter. In addition, the Clean City Campaign concentrated on retention and expansion of the gains scored in the earlier drives to clean up the City's most badly littered streets and vacant lots, to eradicate concentrations of rubbish, and to educate the public to use the litterbaskets which we are providing in ever-increasing numbers. Continuous inspection, education and enforcement are being maintained to make—and keep—the appearance and cleanliness of every part of our City equal to the best.

CORRECTION

The tenth goal: *To follow up and give effect to the management recommendations on the institutional needs of the Department of Correction. . . .*

Progress was made last year in advancing construction of all three correctional institutions recommended in 1958 by the City Administrator: a women's prison, an adolescent remand shelter and a workhouse on Rikers Island. Following Board of Estimate approval, a contract has been let for preliminary plans to construct a new institution

for female prisoners on North Brother Island. The new institution will be erected on the site to be vacated by the adolescent narcotics treatment center of the Department of Hospitals. A contract has also been let for preliminary construction plans for the shelter, to be located at Atlantic and Hopkinson Avenues, Brooklyn, on the site of the former House of the Good Shepherd. At year's end, architectural planning for the new workhouse on Rikers Island was 75 percent complete. To be erected adjacent to the penitentiary, it will make possible efficient central administration of the department's male sentence institutions.

PROBLEMS OF THE AGED

The eleventh goal: *To expand facilities for the aging. . . .*

At Coney Island Hospital a 46-bed unit for care and treatment of the aged was opened during the year. Upon completion, it will provide accommodations for 283 elderly persons. At year's end conversion of former Neponsit Hospital to a home for the aged was underway. Publication is expected in mid-1960 of the results of a long-range survey on the problems of the aged, being conducted by the Office of the City Administrator.

YOUTH CRIME

The twelfth goal: *To expedite our attack on the causes and prevention of youth crime. . . .*

Last year we took action to coordinate the efforts of the Youth Board, with those of other City agencies, and interested private organizations. We expanded the work already begun in obtaining employment for teen-agers. We made effective use of new sociological, psychological and psychiatric tools to curb and prevent delinquency. We assisted local civic, youth and religious leadership to combat delinquency at the neighborhood level. All this work—and more—must continue high on our agenda.

REGIONAL DEVELOPMENT

The thirteenth goal: *To strengthen . . . the Metropolitan Regional Council. . . .*

A major step toward strengthening the Metropolitan Regional Council was taken early this year. Members of the Council, the top elected officials of the cities and counties in the region, have decided to seek official status for the Council by action of the State legislatures of New York, New Jersey and Connecticut. The proposed legislation would confer formal legal status upon the Council, with power to employ a permanent paid secretariat, and to support itself by assessment of its member governments. The Metropolitan Regional Council is a successful cooperative venture which, without infringing upon local home rule, is enabling officials to cope with some of the problems that spill over local borders.

TRANSPORTATION

The fourteenth goal: *To work out . . . a plan of action for preservation and improvement of mass transit facilities. . . .*

I have directed the preparation of a comprehensive plan for dealing with the City's transportation problem. This will require the initiation of the most thoroughgoing study yet made of transportation in the City of New York. I have asked the City Administrator's office to give me, in the first instance, a complete report on what should be included in this study, and what facilities may be needed to do the job thoroughly. When this first phase is completed, I will set in motion the necessary machinery for working out our solutions.

To deal with problems of regional transportation, the Metropolitan Regional Council has by unanimous vote urged the Governors of New York, New Jersey and Connecticut to set up a tri-state transportation agency with power to negotiate means to preserve existing transit commuter service. The agency would be made up of representatives of the three states, New York City, and the Regional Council.

CITY-STATE RELATIONS

The fifteenth goal: *To seek greater fiscal independence for New York City. . . .*

One of the long-range goals of my administration has been to place City-State fiscal relations on

a more mature and realistic foundation. I have never personally accepted the concept of a split between "upstate" and "downstate", and have worked hard to heal the traditional antagonism between these portions of our geography.

A giant step toward resolution of the fiscal conflict between New York State and New York City was taken in the new State aid formulas announced on March 26.

The agreement has a significance going beyond the addition of \$41,000,000 in additional State contributions toward the services of City government, with the possibility of another \$40,000,000 in the event Congress should relinquish the local telephone tax. The significance lies in the changed relationship between the two units of government, City and State; and recognition by the State of the City's claim for fairness of treatment.

The agreement does not foreclose continuing presentation of our case where inequities occur, nor review of our case by the State.

I wish to bring to your attention the fact that the issue of local home rule, a matter of great basic importance, has not been touched by this agreement. Our right to be free from the necessity of running to Albany for permission to proceed with a great variety of purely local matters, our right to govern ourselves with at least the powers of a small chartered city in California—this remains a major goal of my administration. We are an old City on this continent. We have long experience in the art, science and responsibility of government. We *can* govern ourselves, and we should have the authority to do so. The means for achieving this result ought

to be a matter of highest priority with the New York State Commission on Governmental Operations, now examining into City affairs.

OFF-TRACK BETTING

The sixteenth goal: *To continue our campaign for authority to tax the proceeds of off-track betting. . . .*

During the 1959 session of the State legislature, the City sponsored a bill to authorize establishment in the City of the same state-legalized pari-mutuel system and protection already enforced at race tracks. The measure was rejected. A similar bill was submitted to the 1960 legislature. Passage of such a measure continues to be a paramount objective of the City.

SCHOOL INTEGRATION

The seventeenth goal: *To make further progress in school integration. . . .*

Specific progress in school integration was made last year. Improved methods of teacher assignment instituted by the Board of Education resulted in better distribution of experienced teachers among all the City's schools. New procedures for selection of sites have placed greater emphasis on locating new schools in fringe areas of the City.

Use of bus transportation has enabled us to reduce pupil overcrowding by transporting students from overcrowded schools to previously under-utilized ones. No pupil is transported without his parents' consent.



Economic State of the City

AT THE CLOSE of 1959, we find the City sharing fully in the upward movement of the national economy. Unemployment dropped, hours of production workers increased, consumer purchasing attained levels substantially beyond those of the preceding year, construction of both residential dwellings and office buildings reached new heights. Electrical energy sales, one of the important economic indicators, were up ten percent over last year, and 14 percent over 1957.

Clearly demonstrating the growing strength of the City's economy, tax receipts and general fund revenues from all sources were more than \$100,000,000 higher than in the preceding year.

EMPLOYMENT AND MANUFACTURING

Unemployment expressed as a percent of our civilian labor force dropped from 7.1 in the latter half of 1958 to 5.0 in the second half of this year.

In response to the country-wide recession in 1958, the work week of production workers in New York City had fallen slightly below 1957. In 1959, despite the prolonged steel strike, that trend was reversed and the work week for production workers in New York City was slightly higher than in both 1958 and 1957. The actual figures: 1958 was .8 percent below 1957; 1959 was 1.9 percent higher than 1958 and 1.1 percent higher than 1957. While these percentages may appear small, their significance is in the evidence they give of the continuing strength of New York City's economy in the face of varying national economic conditions. New York City does not swing as deeply downward in the event of a recession as does the remainder of the country. Consequently, the period of economic comeback is neither so sharp nor so painful. The diversity of the City's economy is thus an important cushion against economic setbacks.

Although manufacturing is a smaller portion of total employment in New York City than in the remainder of the United States, New York is nevertheless the largest manufacturing center in the nation.

As a manufacturing center, the City is characterized, not by concentrations of huge plants, but rather by small production firms manufacturing a great variety of products. Of all manufacturing firms in the City, 89 percent employ fewer than

A steel worker stands atop a column to position a girder 800 feet above ground level to complete construction of the steelwork for the Chase Manhattan Bank building in downtown Manhattan. The 60-story structure will be ready in the fall of 1960 and is the largest commercial office building built anywhere in the nation since the early 1930's. It is part of the great rebuilding and revitalization of downtown Manhattan. Building efforts in New York City are proceeding at an accelerated pace. There was more building construction in the City in 1959 than in any year since 1953.

50 people. Major industries in which small firms predominate include printing, apparel, electronics, jewelry, toys and sporting goods, office equipment and artists' materials.

The City has the flexible pool of resources that these small plants require—materials in any stage of manufacture, skilled labor, the services of commercial and technical specialists, and easily available markets. Also, there is 190,000,000 square feet of loft space available in flexible amounts and on short notice, as well as 120,000,000 square feet of specialized factory buildings to house the small firms. The City is thus a haven to the small manufacturer.

RETAIL SALES

Retail sales per capita for the first three-quarters of 1959 were $5\frac{1}{2}$ percent higher than for the same period in 1958. Preliminary estimates by the City Treasurer, based on sales tax receipts for the fourth quarter, indicate that the increase for the full year will be even greater than the $5\frac{1}{2}$ percent so far recorded.

For most segments of retail purchases, per capita sales in New York are higher than for the country. Per capita sales of eating and drinking places were twice as high in New York City as in the country as a whole.

The traditional importance of the City as a fashion center is evident not only in the immense vitality of its wholesale garment district, but in the fact that per capita sales of clothing at retail were 91 percent higher than the country's average.

It is a part of human nature to select furniture, lamps, rugs and related accessories from the widest variety possible. This tendency is reflected in the fact that per capita sales of these articles were 62 percent higher in the City than for the country.

In retailing, despite the great shopping center developments on the outskirts, the City retains its pre-eminence. Manhattan still dominates the tri-state metropolitan New York retail market with a 21 percent share of total retail sales. The development of shopping centers on the periphery of the City helps to strengthen the region of which New York City is the dynamic nucleus. In fact, many of the suburban stores are the result of expansion efforts of retailers having their base in the City.

NEW CONSTRUCTION

In 1959, 21 new office buildings were completed in Manhattan. They contained 6,900,000 square feet of floor space, an all-time record for any one year. Since 1947, 46,000,000 square feet has been placed under construction in Manhattan. The additions during the 12-year period amount to more than half the total office space in existence in 1947.

37,218 dwelling units in new buildings were completed in 1959, 15 percent more than the annual average for the last ten years. An additional 4,730 units were obtained by conversion of existing structures. After deducting units lost by demolitions and conversions, the net addition to the housing supply last year totaled 22,647 units. Over the ten year period, 323,000 new dwelling units were completed, with conversions bringing the total to 379,000. Allowing for units demolished, the net gain is 255,000 units, an average of about 25,000 per year.

This requires a word of interpretation. Our building efforts are proceeding at a continually accelerated pace. We did more building in 1959 than in any year since 1953. We also demolished more slums than in any year since the beginning of the decade.

SERVICES

The variety of goods and services produced in New York City is a major characteristic of our economic life. It gives our economy much of its vigor and resilience. Almost one of every two of the City's workers is engaged in providing various services, such as advertising, accounting, architectural, engineering, managerial, financial, business advisory, maintenance and custodial, insurance, government, utilities and entertainment.

- 70 percent of all magazines with circulation of over 200,000 each are published in the New York metropolitan region. About half the country's non-production workers in magazine and book publishing work in the City.

- "Madison Avenue" is directly responsible for spending about half the nation's \$11,000,000,000 advertising budget.

- Two-thirds of America's charitable foundations with assets of over \$10,000,000 each have headquarters in the City.

Of the 500 largest corporations in the United States, 135 have headquarters in New York City. Each of these has assets exceeding \$20,000,000. In addition, 500 other corporations with assets over \$1,000,000 have their headquarters here. Twenty-five of the 100 largest merchandising and utility companies count the City as headquarters. About 20 firms in New York include most of the leading builders of the country's office space.

THE BUSINESS OF GOVERNMENT

The City government furnishes an immense variety of services to its people, more than any other municipality in the country. In fact, many of the services paid for directly by the people of the City are, in many other areas, reserved to county or state governments. The City's budget for education alone is higher than the total budget of nearly every other city in the United States. The City's municipal hospital plant has not even a close second anywhere else. Its police force is larger than any other municipal police force. The City's water supply is drawn from sources more than 100 miles distant. The current budget for all the complex services provided by our City government is more than \$2,000,000,000.

EXPENSE BUDGET 1959-60 Percentage Allocations

	1959-60
Education	19.7
Health and Hospitals	11.7
Welfare	11.7
Police and Correction	8.2
Fire	3.8
Sanitation	3.6
Recreation	2.3
Water Supply	1.9
Debt Service	17.3
Pensions	9.4
All other Government Services (including courts, executive offices, all other City departments, Board of Estimate and City Council)	10.4
	100.0

In the fiscal year 1959-60, education, health and hospitals, welfare and police, correction and fire protection, and other basic services constituted approximately 90 percent of our total budget. All these are areas in which the City is not overstaffed, areas in fact where the pressures for even more services are constant and imperative.

All cities, like all families, have suffered from the inflationary pressures in the post-war years. In

addition, the higher standard of living, along with technological changes and migration, have required increases in traditional services and establishment of new ones by local governments. In contending with these forces, New York City has fared relatively well compared to State and other local governments in the United States. Per capita expenditures in all major cities and New York State and local governments have increased at a faster rate than have per capita expenditures for New York City.

Increase in Per Capita Expenditure

	1950-1958 Percent Increase
New York City	55
New York State for State Purposes	58
40 Next Largest Cities (Population Exceeding 250,000)	57
440 Next Largest Cities (Population 25,000 to 250,000)	69

The growth in the City's per capita expenditure is thus seen to be moderate when compared with the latest available figures of per capita expenditures for the State and other local governments.

It is our municipal policy that every request for expenditure must be rigidly examined, with the need for economy constantly in mind. Our management forces continually scrutinize all activities with the aim of reducing the cost of government: rooting out duplication of functions, eliminating services no longer needed, finding less expensive ways to perform many tasks, returning to the tax rolls City-owned property which no longer serves a useful municipal purpose, striving for a full measure of value for every dollar spent, and planning carefully for the future.

NEW YORK RENEWS ITSELF

From time to time, one reads predictions of impending decline and decay of the City. Economic realities do not support such a pessimistic outlook. New York is an organism that continually renews itself, offsetting factors of decline with other factors of increasing economic strength.

Four major examples of this process occurred in 1959.

- *1964 World's Fair*—New York City, with the only completely improved site in the United States for a World's Fair, is moving at a rapid pace to make that Fair a reality. The 1964 World's Fair will provide an opportunity to bring together in

one place exhibits from all the world of the latest progress in atomic power, automation, the new swifter means of transportation as well as national achievements in the cultural and peaceful arts. The 1964 World's Fair is expected to serve 60 or 70 million people and to attract \$6,000,000,000 worth of business to the City.

- *World Trade Center*—A World Trade Center has been proposed by the Downtown Manhattan Association. The plan calls for a combination office and hotel building of 50 to 70 stories, a six-story international trade mart and exhibition hall, and a central securities exchange building. The plan demonstrates the confidence of the business community in the City's future. When it is realized, it will assure the continued preeminence of the whole port district while helping to meet a growing need in the broad field of expanding international commerce.

- *New Bronx Market*—Another aspect of the rebuilding of downtown Manhattan is the proposed move of the great west side wholesale produce market to a new 100-acre site in the Hunts Point section of the Bronx.

The new site will provide better facilities for the flow of rail and truck traffic. It is expected that the proposed new market area will cut present marketing costs which should be reflected in lower consumer prices. This project is proceeding at full speed.

At the same time, a preliminary plan has been prepared by the City Planning Commission for the redevelopment of the area now containing the Washington Market. The plan calls for construction of three 10-story office-loft buildings, with a total of 1,500,000 gross square feet of space, and a warehouse building, 10 stories in height, con-

taining 325,000 square feet of space. A public park, with a police headquarters building located at its western extremity, is also contemplated in the proposal.

- *"Freedomland, U.S.A."* — "Freedomland, U.S.A.," the east-coast counterpart of Disneyland, is being constructed on a 205-acre tract in the East Bronx as a year-round family entertainment center. The configuration of the land is physically being altered in the shape of a map of the United States. Many of the exhibits will represent historical places and events in American history from colonial times to the present space age. The estimated cost of the entire project is \$65,000,000. It has a planned capacity of 90,000 persons per day.

REVENUE INCREASES

The City's major sources of revenue all yielded increased returns in 1959 over the preceding year, as shown in the following table.

MAJOR REVENUES: 1959 COMPARED WITH 1958

	1959	1958	Increase
Real Estate Taxes and Assessment Collections	\$ 965,929,811	\$ 916,257,738	\$ 49,672,073
Sales Tax	282,698,256	261,439,900	21,258,356
Other Special			
City Taxes	176,775,243	153,968,709	22,806,534
Water Receipts	50,240,406	49,387,329	853,077
State of New York—			
Per Capita Allocation	52,676,560	52,676,560	—
Motor Vehicle License Fees (Collected by State of N.Y.)	9,246,458	9,559,832	*313,374
Mortgage Tax	10,023,473	6,358,695	3,664,778
Other General Fund Revenues	80,964,758	75,724,671	5,240,087
	<u>\$1,628,554,965</u>	<u>\$1,525,373,434</u>	<u>\$103,181,531</u>
* decrease			

MODERN MUNICIPAL MANAGEMENT

City Administrator
Bureau of the Budget

City Administrator

THE JOB of Mayor of New York City has frequently been described as second in difficulty only to the Presidency of the United States. Our City, with its variegated population, the tremendous variety of services it must render, its immense complement of public employees—poses governmental problems which are enormous, complex and subtle.

In order that the Mayor may effectively discharge his executive, fiscal and policy-making responsibilities, which cannot be delegated, he needs top managerial assistance to help control the vast administrative structure of the City's departments, commissions, bureaus and other agencies.

It was for this purpose that the Office of City Administrator was created in January, 1954. It is the job of the City Administrator:

- to keep the Mayor continually apprised of departmental activities;
- to supervise and coordinate the work of all agencies under the jurisdiction of the Mayor;
- to establish management standards for City agencies;
- to conduct a continuous study of the work of City agencies;
- to analyze and report to the Mayor concerning impending policy decisions affecting the management of the City and its agencies.

MANAGEMENT SURVEYS

At my direction, the City Administrator last year undertook a number of surveys of the organization and administrative practices in City departments. Among the surveys were:

- *Board of Education:* A report was issued recommending a clear-cut division of authority and responsibility between the Board of Education and the Superintendent of Schools; top-to-bottom reorganization of school planning and construction units to end the fragmentation of effort and diffusion of power; and streamlining of relationships between the Board of Education and other municipal agencies.

A second report, dealing with the organization and procedures for purchasing school supplies, recommended that the present budget system of line-item appropriations of funds be replaced by lump-sum appropriations based on programs and activities. The survey found that there were no appreciable advantages to be gained by merger of the Board's purchasing agency with the Department of Purchase, and recommended continuance of the present set-up.

At year's end a third phase of the survey was underway, dealing with the internal administration and organization of the Board.

- *Department of Air Pollution Control:* A survey was completed dealing with the inspection, enforcement, engineering and research functions of the Department of Air Pollution Control. One of its recommendations called for eliminating the Board of Air Pollution Control, and transfer of its functions to the Commissioner. The survey also included appraisal of air pollution control enforcement as a problem transcending the City's borders and involving the entire metropolitan region.

- *Department of Marine and Aviation:* A survey was made of the organization, administration, and engineering activities of the Department of Marine and Aviation. A report calling for major changes in staffing requirements and engineering organization was in preparation at year's end.

- *Department of Purchase:* Nearing completion was a report embodying results of a full-scale survey and review of the administration, policies, and procedures of the Department of Purchase. The survey analyzes warehousing methods, inventory controls, manufacturing activities, delivery systems and accounting practices.

- *Commission on Intergroup Relations:* Also underway at year's end was a study of the organization, staffing, and policy-making functions of the Commission on Intergroup Relations. The Commission was created by the City in 1955 to foster mutual understanding and respect among all racial, religious and ethnic groups in the City, and to work to prevent all forms of racial and religious discrimination.

- *Department of Correction:* As a result of a survey made jointly by the City Administrator and the Department of Correction, a completely revised method of statistical reporting was developed and installed in that department. The new system provides full and accurate data for use in prisoner-classification and rehabilitation.

MANAGEMENT ANALYSIS

Throughout the year, management analysis studies initiated by the City Administrator, or made at the request of individual department heads, brought many phases of municipal operations under study for review and improvement. The City Administrator's Office last year:

Analyzed fuel-use efficiency by City departments.

Assisted the Department of Hospitals in reorganizing maintenance procedures.

Studied the feasibility of consolidating regulatory inspections now performed by several City departments.

Cooperated with the Department of Correction in devising plans to meet the department's institutional needs.

Participated in development of measures to eliminate fraudulent or corrupt practices in enforcement of inspection regulations.

Assisted the Department of Licenses in devising methods and procedures for control of legalized bingo, which became effective on July 1, 1959.

Worked with the Law Department and the Department of Buildings in preparing legislation to prohibit occupancy of rooming houses, or single room apartments in tenements, by children under 16 years of age.

Effected consolidation in the Department of Buildings of jurisdiction over installation of fuel-oil burning equipment. Previously, control had been exercised by both the Buildings and Fire Departments.

Prepared local legislation for submission to the City Council, to expedite issuance of certificates of occupancy by the Department of Buildings.

Assisted the Department of Buildings in implementing a plan of reorganization.

Cooperated with the Departments of Health and Water Supply, Gas and Electricity to devise systems of common sampling stations to be used by both departments in testing of city water.

POWER PLANTS SOLD

In March 1959, the Board of Estimate approved a recommendation of the Mayor's Committee on Transit Power Plants to accept a proposal by Consolidated Edison for the purchase of the City's three generating plants. The plants supply power to the IRT and BMT divisions of the rapid transit system.

The Power Plant Committee was headed by the City Administrator and included the Deputy Mayor, the Budget Director, the Vice President of the Morgan Guaranty Trust Company, William R. White; and the former chairman of the Board of Directors of the Sperry Rand Gyroscope Company, Thomas A. Morgan. The Committee issued its report in April, 1958, recommending the sale.

The plants were sold at a public auction to Consolidated Edison, the only bidder, for a sum exceeding \$125,000,000.

A Special Committee on Power Plant Personnel, headed by the City's Director of Personnel, was appointed to insure that the rights, privileges, and prerogatives of all employees involved in the transfer of power plants be fully safeguarded.

On August 1, 1959 the plants were transferred to the control of Consolidated Edison.

STATEN ISLAND RAPID TRANSIT

The reactivated Staten Island Rapid Transit Committee, under the chairmanship of the City Administrator, continued its negotiations to insure uninterrupted passenger service on the Tottenville line in the Borough of Richmond and to proceed with the long-deferred grade-elimination program on Staten Island.

BID TO BUY TRANSIT SYSTEM

In April 1959, the City received an unsolicited proposal for the purchase of the New York City Transit System. The proposal was turned over to the Mayor's Committee on Transit Power Plants, headed by the City Administrator, for study and report.

On April 28, 1959 the Committee reported to the Mayor that the "proposal is fantastic, having a fairyland quality quite unrelated to the realities of transit in New York City".

It was unanimously concluded that the proposal afforded no basis for negotiation in terms which would be in the public interest and that the matter should be closed.

EMERGENCY FUEL COMMITTEE

At midnight January 31, 1959, the crewmen who operate tugboats and fuel barges in New York Harbor went on strike. This work stoppage threatened to cut seriously into the delivery of the City's fuel oil supplies.

The Emergency Fuel Committee, headed by the City Administrator, had completed plans for dealing with the imminent fuel crisis prior to the day of the walk-out. A constant inventory of all fuel on hand in the City was maintained as well as daily reports on all oil shipments into the City.

Through the accelerated use of the City's few deepwater terminals and expedited truck deliveries an adequate flow of fuel oil was maintained.

The strike ended after seven days without causing any critical shortage of fuel oil, thereby averting any possible hardship for the City's residents.

WASHINGTON MARKET RELOCATION

In December, 1959, the Board of Estimate approved the preliminary plans for the construction of a New York Terminal Market in the Hunts Point area of the Bronx.

This action was another step forward for the Mayor's Advisory Committee on Markets, headed by the Commissioner of Markets, in its efforts to replace the outmoded wholesale produce market along Washington Street on the lower West Side. The work of the committee is being coordinated by the Office of the City Administrator.

MANAGEMENT REPORTING

The City's management reporting system last year was extended to include those agencies which operate large capital plants. Maintenance standards were established and surveys conducted to determine the condition of buildings, in order to provide a basis for appraising and reporting the status of maintenance and repair of physical facilities operated by the City. The reports enable prompt corrective action to be taken where needed, and also provide for scheduling of preventive maintenance.

The management reporting system was originated in 1954 and has since been installed in most executive agencies. Using relatively simple terms and a concise format, the management reports are furnishing information that helps appraise each agency's progress in carrying out its expected accomplishments. Equally important, it gives each department head a means of sizing up his own agency's work to detect and eliminate soft spots in his operations.

HELP FOR NARCOTICS ADDICTS

Action was taken in two stages last year to implement the City's policy, established in 1958, under the coordination of the City Administrator, to treat narcotics addiction as a medical rather than as a

criminal problem. The new policy transfers responsibility for care of self-committed adult narcotics addicts from the Department of Correction to the Department of Hospitals.

Facilities were established in ten mental hygiene clinics—three each in Manhattan and Brooklyn, and two each in the Bronx and Queens—for out-patient treatment of narcotics addicts. The second step, begun in November, was the establishment of in-patient service for adult drug addicts at Metropolitan Hospital. Addicts under treatment are housed in a specially equipped ward supervised by psychiatrists and medical specialists, and staffed by social workers and psychologists, in addition to nurses.

This begins what is probably the most enlightened municipal program in the United States for the treatment of narcotics addicts.

STAGGERING WORK HOURS

Arrangements were completed last year for a study of the feasibility of staggering working hours in the City of New York as a measure to relieve rush-hour transit congestion. The study is being financed by a \$200,000 grant shared equally by the City of New York and the Rockefeller Brothers Fund. The City's portion of the costs is being made available through the assignment of employee services and specific cash funds. The study will be under the general direction of a policy committee headed by the City Administrator and including the Chairmen of the City Planning Commission and the Transit Authority, and the President of the Institute of Public Administration. The survey will deal with three aspects of the problem:

1. The impact of changes in working hours on passenger loads.
2. The effect of staggered hours on business establishments.
3. The problem of individual workers in adjusting to a pattern of staggered work hours.

A final report from the project staff to the policy committee is expected by about March 15, 1961. If staggering is adjudged feasible, the report will include an outline of procedures and a proposed budget for implementing such an operation.

METROPOLITAN COOPERATION

Since the formation of the Metropolitan Regional Council in June 1956, the City Administrator's Office has served as its Secretariat. The Council, which includes in its membership the top elected officials of the 21 counties and 15 major municipalities in the New York-New Jersey-Connecticut metropolitan area, provides local officials with the means of meeting regional problems on a cooperative basis.

During the year, the Council met twice, in February, in White Plains, N. Y., and in June, in Plainfield, N. J. At its meetings, the Council acted on problems of traffic and transportation, housing and redevelopment, recreation and land use, air pollution, water pollution and water supply.

At year's end, the Council was considering recommendations that it seek formal legal status, establish a full-time secretariat, and provide a regular budget by assessment of all its members. Meeting early in 1960, the membership of the Council overwhelmingly approved these recommendations.

Bureau of the Budget

THE BASIC functions of the Bureau of the Budget are:

To prepare the City's expense budget;

To study, comment and make recommendations on the proposed capital budget which is prepared by the City Planning Commission; and

To administer both the expense and capital budgets after they have been adopted by the Board of Estimate, approved by the City Council and signed by the Mayor.

Working with the Department of Personnel, the Director of the Budget also recommends salaries

and pay grades under the career and salary plan.

In order to prepare and administer the expense budget, the Bureau of the Budget conducts research into departmental programs and activities. It also directs the installation of the performance and work measurement program.

In administering the expense budget, the Director of the Budget advises the Mayor and other members of the Board of Estimate on all budgetary matters that arise during the year. He recommends the transfer of funds, with the approval of the Board of Estimate, from one program to another. He also reports on contract proposals.

EXAMINING ACTIVITIES

The Budget Bureau works with the various agencies to improve programs and help get better service within the limits of available funds. It constantly studies department operations with the aim of eliminating unnecessary budget items and curtailing less essential ones. It also works with the various departments to find if allocations can be transferred from less essential programs to more important ones.

The 1959-60 budget included several lump sum appropriations for approved programs in a number of departments. These lump sums were to be available as each program went into actual operation. Lump sum appropriations in the 1959-60 budget included:

\$100,000 to the Department of Buildings to provide additional staff needed because the licensing and inspection of fuel oil installations had been transferred to that department;

\$40,000 to the Department of Health for expansion of its diabetes detection program;

\$250,000 to the Department of Correction to provide additional custodial positions and to improve its medical and dental services;

\$900,000 to the Department of Water Supply, Gas and Electricity to cover costs of operating and maintaining the newly completed Rondout, Neversink and East Branch watersheds;

\$100,000 to establish the Queensborough Community College;

\$1,875,000 to the Department of Hospitals to improve institutional inspection, establish a mental hygiene clinic at Lincoln Hospital, for improvements in affiliated nursing schools and for opening a new 233-bed addition to Harlem Hospital.

AUTOMOTIVE UNIT

City agencies own and operate about 10,000 cars, trucks and other motor vehicles, representing a capital investment of more than \$25,000,000. Methods and procedures for acquiring, operating and maintaining these vehicles vary widely from agency to agency.

Early in 1959 an Automotive Analysis and Coordination Unit was organized in the Budget Bureau for the purpose of surveying all aspects of automotive operation in City agencies. This unit is studying the assignment and utilization of cars, their maintenance, repair and replacement.

The unit has established a monthly reporting system on the assignment and use of passenger cars, set up uniform rules and regulations governing their use and compiled a complete inventory of all heavy automotive equipment. By eliminating driver jobs and reducing the fleet by 68 cars—among them 26 big limousines—it has saved \$120,000.

Pilot contracts have been signed with outside concerns for complete maintenance of certain cars in order to compare such cost with the costs of repairs made by the City itself.

Six compact vehicles were bought to determine whether small cars can be operated more economically by the City than the larger cars presently in use.

A policy of uniform and equitable allowances for City employees who use their own cars on City business is being developed. This too may be a way of reducing the City-owned fleet and achieving further economies.

OFF-TRACK BETTING

In February 1959 the Mayor's Committee on Off-Track Betting recommended that the same State-legalized and voter-approved pari-mutuel system and protection enforced at race tracks should be provided for New York City.

During the 1959 session of the State Legislature the City sponsored a bill to authorize establishment of such a system. The measure was rejected. A similar bill was submitted to the 1960 Legislature. Passage of such a measure continues to be an important City objective.

The Bureau of the Budget serves as staff to the Off-Track Betting Committee which is now con-

ducting an educational and promotional drive to secure passage of the legislation. Research is continuing on the experience and practice in other areas.

PERFORMANCE STANDARDS AND WORK MEASUREMENT

The Performance Standards and Work Measurement program is built around the idea that productiveness on many jobs in City government can be objectively measured and, with effective management, standards of productivity can be established. Such standards and controls enable administrators to know, within reasonable limits, just how efficiently the assigned work is being performed.

The Performance Standards Unit of the Bureau of the Budget continued to make progress during the year in developing standards of performance. In the 1959-60 budget work-load data are shown for various programs in 45 agencies, compared with 37 in the 1958-59 budget. In addition, 985 performance rates and stalling standards are indicated to support the manpower allotments to the various departmental activities. For building-inspection functions, for example, manpower needs are determined, based on a demonstrated average number of inspections per man-day, and the total number of buildings to be inspected.

During the year the Performance Standards Council, made up of some 100 top technical and management experts drawn from many City agencies, was both active and productive. Through its 17 specialized committees it conducted research and study. Particularly helpful were study-visits to a number of commercial, industrial and other business establishments to observe and review their work measurement systems and data and their statistical and fiscal controls.

CAPITAL BUDGET

The capital budget is a list of proposed capital improvements which can be financed in a particular year.

The total budget as initially prepared by the City Planning Commission must not exceed the amount certified by the Mayor, based upon financial data submitted by the Comptroller and recommendations made by the Budget Director follow-

ing a review of the submitted data. In his report, the Budget Director makes certain recommendations concerning areas such as Education, Transit, Pollution Control, and others which should receive top priority in the ensuing year's budget.

In the past few years the Budget Director's increasing concern with the proper modernization and maintenance of the City's existing plant has been reflected in recommendations for increasing amounts under Capital lump sum projects and Expense Budget allotments to enable the departments to keep their plants modernized. Conversely, the Director has recommended funds for replacement of facilities which have reached a point where it has become economically unsound to continue their operation.

In addition, the Bureau of the Budget has been concerned with the expansion of needed hospital facilities. Through careful review of proposed complete replacement of outmoded institutions such as Bellevue and Gouverneur Hospitals, satisfactory partial replacements have now been proposed resulting in savings of millions of dollars.

After the adoption of the Budget, each specific item involving an appropriation of capital funds must be reviewed by the Director of the Budget. During 1959 the Engineering staff of the Budget reported on over 1400 such items to the Board of Estimate. Additional items, totalling 85, were withdrawn by the department concerned after Budget Bureau study indicated lack of need for them. In addition, over 400 matters, each involving expenditures of less than \$1000 which formerly had to be approved by the Board of Estimate, were disposed of by the Director pursuant to authority granted by the Board of Estimate.

PERSONNEL MATTERS

The Bureau of the Budget and the Department of Personnel have cooperated in continuous studies geared to keep the career and salary plan up-to-date and to make improvements where necessary. These studies have led to the creation of new classes of positions, reclassification of individuals, salary grade reallocations, proper evaluation of positions, filling of positions based on proper evaluations, and standardized time and leave rules.

As members of the various Salary and Classification Appeals Boards and also on their own initiative, the Personnel Director and the Director

of the Budget report and recommend to the Board of Estimate and the City Civil Service Commission adjustments in wages, fringe benefits and classification changes. In addition, the Bureau of the Budget conducts separate studies as a basis for its

wage agreement negotiations with other City employees who are outside the Career and Salary Plan and whose pay rates are fixed in accordance with prevailing rates of pay under Section 220 of the State Labor Law.

City Planning Commission

THREE SPECIFIC planning goals set last year were moved substantially ahead in 1959:

- A comprehensive revision of the City's Zoning Resolution was prepared.
- Preliminary plans were adopted for the West Side Urban Renewal Project.
- Plans for development of the Flatlands Industrial Park in southeast Brooklyn were prepared and submitted to the Board of Estimate.

NEW ZONING PROPOSAL

The present New York City Zoning ordinance—the first in the nation—was a brilliant new concept when it was first adopted, but after 44 years it no longer fits our modern ways of living, working and doing business. The major undertaking of the Planning Commission in 1959 was the preparation of a comprehensive revision of the Zoning Resolution. Sound zoning, to fit New York's needs, can be one of our major allies in rebuilding today and preventing slums and blight tomorrow.

In February, a consultant's report was presented to the Commission, containing recommendations for rezoning based on two years of intensive study and block-by-block surveys of every street in the five boroughs. In December, following months of detailed testing and analysis of the report, the Commission released the official proposed Zoning Resolution. Numerous changes in the consultant's recommendations, and 366 map changes affecting some 500 districts, were made after informal hearings in each borough and consultations with hundreds of individuals and civic, business, profes-

sional, and home-owner groups. After public hearings early in 1960, the Resolution will again be submitted to the Board of Estimate.

The Resolution, if approved, will not take effect before July 1, 1961. Even after this grace period, the effects of the new zoning will not become immediately apparent except perhaps in Staten Island with its large tracts of vacant land and the prospect of rapid new development following construction of the Narrows Bridge.

The new Zoning Resolution is designed to achieve:

- Prevention of congestion by controls on the number of new apartments to be built on a given plot.
- More open space around buildings.
- Protection of homes from undesirable industrial and heavy commercial nuisances.
- More compact districts zoned for business and modern shopping centers with space for parking and loading.
- More flexibility of architectural design.
- Simpler, more easily-administered zoning regulations for large-scale projects.
- More off-street parking spaces outside the central business districts.

The proposed Resolution is designed for convenient use. Detailed indexes and tabular devices facilitate reference to the various regulations. A simple one-map system combining use, bulk, density, and parking regulations replaces the present cumbersome three-map system.

URBAN RENEWAL

Work on the 20-block West Side Urban Renewal Project advanced during the year. This project is a new approach to renewal. In the past, whole areas which had been allowed to sink beyond repair were bulldozed. This area, though blighted and run down, is essentially a sound one. The objective is to reverse the trend of deterioration and to restore the area by the use of various techniques of urban renewal. Substantial portions of the area will be conserved; others will be rehabilitated. Those portions which contain buildings unsuitable for reclamation will be cleared and redeveloped.

A preliminary plan completed in 1959 was approved after public hearings. The final plan, now being prepared by the Urban Renewal Board, will be distributed for study and discussion and hearings by the Planning Commission and Board of Estimate, and submission to the Federal government. Acquisition of property and relocation will start immediately following approval by the Federal government.

Total private investment for the renewal project is estimated at more than \$100,000,000—plus approximately \$15,000,000 in government funds, two-thirds by the Federal government and one-sixth each by New York State and New York City. Estimates indicate the new construction scheduled in the area will add \$3,000,000 in tax revenues annually to the City.

INDUSTRIAL PARKS

The Urban Renewal Board last year prepared a preliminary plan for the development of the 95-acre Flatlands Urban Industrial Park in southeast Brooklyn. At year's end the plan was before the Board of Estimate for approval.

The Park is the first large-scale industrial facility sponsored by the City. Its development is made possible by State legislation sponsored by the City, permitting municipalities to acquire predominantly vacant blighted land for redevelopment.

Design of the Park calls for compact economical arrangement of buildings and land. Separation of truck and rail traffic from pedestrian and automobile traffic would be provided, with easy access of railroads, streets and highways to plants. Landscaped off-street parking areas, depressed below

street grade, would reduce cost of landfill and partially screen cars from view.

NEW HOUSING

Twenty-two public and publicly-aided housing projects containing 14,751 dwelling units were approved by the Planning Commission in 1959. These include:

- Ten public housing developments with 7,325 dwelling units.
- Ten middle-income developments—nine under the State Limited Profit Housing Companies (Mitchell-Lama) Law with 2,608 units, and one under the State Redevelopment Companies Law with 158 units.
- Two Title I projects with 4,660 units.

RESEARCH IN CITY PLANNING

Research in city planning must be continuous and must be kept current if we are to have accurate determinations of our present—and future—needs for land, for housing, for transportation, for schools, for recreation, and for the innumerable other community facilities and utilities.

Planning research in 1959 included studies dealing with changes and trends in industry and business within the City, housing inventories, and population change and movement. Among these were:

- Collection and analysis of data on tenant relocation by the five public agencies concerned—New York City Housing Authority, Committee on Slum Clearance, Department of Real Estate, Triborough Bridge and Tunnel Authority, and Port of New York Authority.
- A study of families in two large-scale cooperative housing projects—Morningside Gardens and Corlears Hook—to determine what factors affect demand for housing in Manhattan.
- Initiation of a continuing inventory of the volume of construction and demolition of non-residential buildings.
- Analyses of economic development in the City, including employment, trends in number and size of establishments, and value added by manufacturing.
- Analyses of employment trends and business mobility.

BUDGETING CAPITAL IMPROVEMENTS

The City Planning Commission initially prepares the Capital Budget, in which allocations, based on the City's available funds, are made for permanent public improvements, among them schools, hospitals, piers, transit and parks. The capital program projects such needs for the following five years.

The table below shows the allocation of capital funds among the several categories of functions and services in the Capital Budget for 1960 as finally adopted.

CAPITAL BUDGET 1960

Category	
Schools and Colleges	\$151,244,848
Transit	128,957,709
Sanitary Improvements	68,354,489
Port Facilities	41,136,574
Protective Services	32,446,239
Public Buildings and Bridges	26,594,477
Hospitals and Health	17,058,201
Other Purposes	118,857,869
Total	\$584,650,406



A World Trade Center has been proposed for lower Manhattan. A report released at year's end by the Downtown Manhattan Association recommended construction of two major buildings, seen here in an architect's rendering—a World Trade Mart and a Commerce Office—Hotel building—rising from an elevated platform several blocks long. The World Trade Center would include office and display space for trade activities. The Commerce Building would house domestic and foreign companies operating in the international field, and banking houses and brokerage firms.

Personnel Management

IMPROVEMENT in the quality of personnel management is a primary objective of New York City's Personnel Department. To achieve this objective the department, in 1959, carried out the following activities:

- Continued progress in on-the-job surveys for positions under the career and salary plan.
- Made further improvements in recruitment, classification, training, and examination techniques.

The Department of Personnel examined 60,661 candidates for civil service positions in 1959. One of the major exams conducted during the year was for Fireman. Part of this examination includes a physical test in which over 8,000 candidates competed.





Over 60 top-level City officials participated in an executive development program started in the fall of 1959. The training has been made possible by a \$250,000 grant from the Ford Foundation. It is administered by the Graduate School of Public Administration and Social Service of New York University. These top officials are brought together in order to share ideas and experiences, relating them to accepted management principles. Here, some of them are shown participating in a discussion of the functions of an administrator.

- Developed plans for a system of recruitment and appointment at the high school and college levels.
- Placed in full operation an executive development program for top-ranking City employees.

Details of these activities follow:

CAREER AND SALARY PLAN

To carry out the principles of the career and salary plan the department has been engaged in an "on-the-job survey" of all titles covered by the plan. By the end of 1959, over 85,000 desk audits had been completed for the 90,000 positions involved. In order to accomplish this task, techniques of group interviewing were developed.

Specifications, including job duties and job qualifications, for 1,250 of the 2,000 titles in the plan have already been prepared.

RECRUITMENT AND EXAMINATIONS

During the year the department examined 60,661 candidates for civil service positions and certified 71,826 civil service eligibles for appointment to the various municipal agencies. A total of 297 exami-

nations were conducted. In 1959 the number of provisional employees on the payroll was reduced by 274. The year-end provisional count was 6,143.

TRAINING AND CAREER DEVELOPMENT

A training program, designed to provide City employees with opportunity for self-improvement, was initiated in 1955. At that time, 1,068 City employees registered for evening training courses conducted in cooperation with local colleges and the Board of Education. In 1959, about 10,000 employees were taking these courses.

An executive development program, made possible by a \$250,000 grant from the Ford Foundation and administered by the Graduate School of Public Administration and Social Service of New York University, got underway in the fall. Three seminars, enrolling over 60 top-level municipal executives, were started. Additional groups of City officials will participate next year.

PERSONNEL COUNCIL

The Personnel Council continued in 1959 its mission of assisting the Department of Personnel and the operating agencies in formulating and implementing personnel policies.

In 1959 the Personnel Council was instrumental in revising procedures for the placement of handicapped persons in City positions; prepared a report on the legal bases for disciplinary action against City employees; reviewed the Employees Suggestion Program; and made recommendations for a uniform procedure to assist and protect employees involved in litigation arising out of official duties.

EMPLOYEES' SUGGESTION PROGRAM

During the past five years there has been an 88 percent increase in the number of suggestions submitted under the Employees' Suggestion Program: from 1,277 in 1955 to 2,418 in 1959. In 1955, savings from suggestions adopted was estimated at \$62,233; last year the estimated savings was \$250,000. Sixty-five employees won \$2,630 in awards in 1955; 253 employees won \$11,160 in cash awards last year—an increase in each instance of about 300 percent.

EMPLOYEE ROSTERS

At the end of the year, 193,746 employees were under the jurisdiction of the Department of Personnel, an increase of 142 over the preceding year. In addition, there were 53,066 employees, including school teachers, librarians, and court employees, paid by the City, but not under the department's supervision.

NEW CODE OF ETHICS

The City Council last year established a Code of Ethics more rigorous than that of any other governmental jurisdiction in the United States. Nothing less than absolute and unquestionable honesty may prevail among those who are employed in any capacity by the City. The sole standard in governmental affairs must be the public interest. Any attempt to gain improper advantage, to advance the private or financial interest of any individual or group must be dealt with most severely because it is a challenge to integrity of government.



Closer working relationships with schools, colleges and universities in New York City, to encourage qualified graduates to apply for City employment, was a goal of the Department of Personnel in 1959. During the year representatives of the Department made 17 on-campus visits throughout the City. Seen here are students at Manhattan College receiving information on municipal employment.

Number of City Employees Under the Jurisdiction of the Department of Personnel

As of December 31, 1959

Agency	Unclassified	Exempt	Competitive	Labor	Non-Competitive	On Military Leave*	Total
Air Pollution Control, Dept. of	3	3	94	—	—	—	100
Art Commission	—	1	1	—	—	—	2
Assessors, Board of	3	—	23	—	—	—	26
Borough President:							
Bronx	1	12	832	—	1	2	846
Brooklyn	1	9	1,187	—	—	6	1,199
Manhattan	1	12	1,133	—	—	5	1,146
Queens	1	12	1,707	—	—	3	1,720
Richmond	1	11	469	—	—	—	481
Bronx Community College	—	—	17	5	1	—	23
Budget, Bureau of	—	2	151	—	—	—	153
Buildings, Dept. of	1	4	1,227	2	—	—	1,234
Chief Medical Examiner, Office of	—	—	80	—	4	—	84
City Clerk & Council	59	2	33	—	—	—	94
City Planning Commission	5	2	169	—	6	1	182
City Record	—	1	9	—	—	—	10
Colleges:							
City	—	—	283	124	10	—	517
Brooklyn	—	—	218	103	6	—	327
Hunter	—	—	236	118	6	—	360
Queens	—	—	123	44	6	—	173
Commerce and Public Events, Dept. of	—	3	42	—	13	—	58
Commission on Intergroup Relations	—	1	24	—	20	—	45
Comptroller	1	12	1,728	1	3	4	1,745
Correction, Dept. of	1	3	2,222	—	84	—	2,310
Courts:							
City	24	26	212	—	7	—	269
Domestic Relations	23	3	539	—	2	1	567
Magistrates	54	2	723	—	—	—	779
Municipal	67	68	376	—	2	1	513
Special Sessions	24	2	228	—	—	—	254
Education, Board of: (Non-Teaching)	—	9	3,683	13	5,947	—	9,652
Elections, Board of	254	—	2	—	—	—	256
Estimate, Board of:							
Employees' Retirement	—	—	192	—	—	2	192
Engineering	—	—	31	—	—	—	31
Franchise	—	1	16	—	—	—	17
Secretary	—	1	32	—	—	—	33
Finance, Dept. of	2	4	1,205	—	—	2	1,211
Fire, Dept. of	1	8	11,849	1	4	25	11,863
Health, Dept. of	1	3	3,717	275	1,226	20	5,222
Higher Education, Board of: (Non-Teaching)	—	1	165	7	2	—	175
Hospitals, Dept. of	1	5	8,551	1,181	27,759	126	37,497
Investigation, Dept. of	1	41	41	—	—	—	83
Labor, Dept. of	1	4	26	—	5	—	36
Law, Dept. of	1	99	535	—	3	2	638
Licenses, Dept. of	1	5	106	—	—	—	112
Marine and Aviation, Dept. of	1	5	1,313	43	4	3	1,366
Markets, Dept. of	1	8	318	—	2	—	329
Mayor's Office	1	12	45	—	—	—	58
Civil Defense	1	—	167	—	—	1	168
Division of Administration	—	6	55	—	6	—	67
Division of Veterans' Affairs	—	—	20	—	4	—	24
Mayor's Advisory Council	—	—	—	—	—	—	—
Municipal Broadcasting	—	1	72	—	—	—	73
Youth Board	1	—	267	1	24	—	293
Mental Health Board	—	1	27	—	2	—	30
New York City Community College	—	—	62	17	25	—	104
Parks, Dept. of	1	1	5,562	44	322	—	5,930
Parole Commission	3	—	42	—	—	—	45

Agency	Unclassified	Exempt	Competitive	Labar	Non-Competitive	On Military Leave*	Total
Persannel, Dept. of	3	1	332	4	—	—	340
Police, Dept. of	1	10	24,501	291	1,303	101	26,106
Public Works, Dept. of	1	3	3,900	1,024	—	7	4,928
Purchase, Dept. of	1	6	615	3	2	1	627
Queens Community College	—	—	3	—	1	—	4
Real Estate, Dept. of	1	3	251	—	33	—	288
Register	—	—	234	—	2	—	236
Sanitation, Dept. of	1	5	13,422	—	14	20	13,442
Sheriff	—	1	113	3	3	—	120
Standards and Appeals, Board of	5	1	30	—	1	—	37
Staten Island Community College	—	—	11	3	1	—	15
Tax Department	7	5	431	—	—	—	443
Teachers' Retirement	—	1	123	—	—	—	124
Traffic, Dept. of	1	4	435	—	2	3	442
Water Supply, Board of	3	10	606	1	48	7	668
Water Supply, Gas & Electricity, Dept. of	1	4	2,625	—	13	7	2,643
Welfare, Dept. of	1	5	7,367	180	764	35	8,317
TOTAL	568	465	107,288	3,488	37,693	385*	149,502

1. **UNCLASSIFIED SERVICE:** The unclassified service includes elective officers, including judges, heads of departments or commissions, legislative personnel and teaching personnel.
2. **CLASSIFIED SERVICE:** The classified service comprises four classes: exempt, non-competitive, competitive and labor.
 - a. **EXEMPT CLASS:** Appointments in the exempt class are made by heads of departments without regard to civil service procedures or qualifications. Typical exempt class positions are: deputy commissioners, secretary to a department and clerks to judicial officers.
 - b. **NON-COMPETITIVE CLASS:** Appointments in the non-competitive class are made by department heads without competition but the appointee must meet minimum qualifications established by the civil service commission.
 - c. **COMPETITIVE CLASS:** The competitive class includes all positions for which it is practicable to recruit through competitive examinations.
 - d. **LABOR CLASS:** Labor class positions encompass laboring jobs where the civil service commission prescribes experience and age requirements and may hold certain rudimentary tests.

Number of Employees of Public Authorities December 31, 1959

Agency	Unclassified	Exempt	Competitive	Labar	Non-Competitive	On Military Leave*	Total
New York City Transit Authority	3	22	35,586	1	48	39	35,660
Triborough Bridge and Tunnel Authority	—	2	782	20	1	—	805
New York City Housing Authority	3	5	7,372	2	397	17	7,779
TOTAL	6	29	43,740	23	446	56*	44,244

Additional Employees Paid by City but Not Under Jurisdiction of Department of Personnel

Museums	888	County Courts' offices	642
Libraries	3,706	District Attorneys' offices	574
Zoos	176	Public Administrators' offices	34
College Teachers	2,568	Surrogates' Courts	325
Primary and Secondary Teachers	42,883	Supreme Court	912
County Clerks' offices	358	TOTAL	53,066

Number of Persons Applying, Examined, and Certified by the Department of Personnel During 1959

Number of applications filed	94,008	Number of persons certified#	71,826
Number of examinations held	297	Number of persons appointed	15,394
Number of candidates examined	60,661		

* Employees on military leave are not included in total figures.

Includes persons certified from lists established prior to 1959.

THE CITY'S SCHOOLS AND COLLEGES

Board of Education
Higher Education

Education

THE PACE of post-war school building reached a new peak in 1959. This accelerated tempo was not without its problems. In June 1958, at the request of the Board of Education, the City Administrator undertook a comprehensive review of the organization and management of the Board's school building efforts. Later that year, at the Board's request, the State Commissioner of Education appointed a committee of outstanding citizens to make a similar study and to examine charges of waste in school construction.

Both reports, issued in 1959, concurred in their major findings, which were:

- The Board of Education is too heavily involved in administrative detail.
- The present method of appointing Board members on a borough basis serves no useful purpose and should be abolished.
- The present duplication of audit controls causes unnecessary delays in payments to contractors.
- The Division of Housing performs two different functions which should be separately administered: (1) school planning and (2) school construction, maintenance and operation.

In view of these findings, the Board of Education has approved a six-month test of new policies,

transferring from the Board to the Superintendent of Schools the final responsibility for many details of administration. These include the preparation of programs of requirements for new schools, selection of private architects and consulting engineers where necessary, preparation of preliminary plans, pre-qualification of bidders, approval of plans and specifications for repairs.

In addition, the Board has created a new position of assistant superintendent in the Division of Housing to administer the school planning function and the position of Superintendent of Design, Construction and Physical Plant to coordinate the operations of the Bureau of Construction and the Bureau of Plant Operation and Maintenance.

The State Committee found that the charges of waste in school construction were without basis.

FLEXIBLE SCHOOL CONSTRUCTION

The reports of the City Administrator and the State Education Commissioner stressed the need for developing a more flexible type of school construction. To determine what can be done to implement this recommendation, a \$150,000 study was undertaken with the aid of a \$75,000 grant from the Ford Foundation's Educational Facilities Laboratory, Inc.



Twenty new schools were opened in 1959 including the new Sheepshead Bay High School in Brooklyn. During the year contracts for the construction of nine new schools and additions to five others were awarded.

This study will address itself to problems such as:

- How may school buildings be designed to permit eventual conversion to industrial, commercial, or other uses?
- How may school buildings be designed to include space for commercial firms to facilitate on-the-job training in work-study education?
- How may instructional equipment be designed to increase the possibilities for the multiple use of space?
- Is it possible to construct portable classrooms which may be shifted as the need arises?

SCHOOL CONSTRUCTION

During 1959, 20 new schools, containing 30,000 seats, were completed. The new construction included a building for the Bronx High School of Science, The Thomas Edison Vocational High School in Queens, the new Sheepshead Bay High School in Brooklyn, and an addition to the Far Rockaway High School. A new building for the

Fashion Institute of Technology, a community college under the jurisdiction of the Board of Education, was also opened.

During the year contracts for the construction of nine new buildings and additions to five existing schools were awarded.

The school building program was seriously hampered by the defeat last year of the proposed \$500,000,000 exemption from the City debt limit of bonds for school construction purposes. For 1960, it was possible to allocate only \$68,300,000 in new capital funds, as contrasted to an average of \$100,000,000 in each of the preceding five years.

SCHOOL UTILIZATION

Notable progress was made last year in evening out the utilization of the school plant by transferring children from overcrowded to under-utilized schools.

Approximately 100 children from the Bedford-Stuyvesant section of Brooklyn, who were on double sessions, are being transported to five under-utilized schools in the Glendale-Ridgewood section

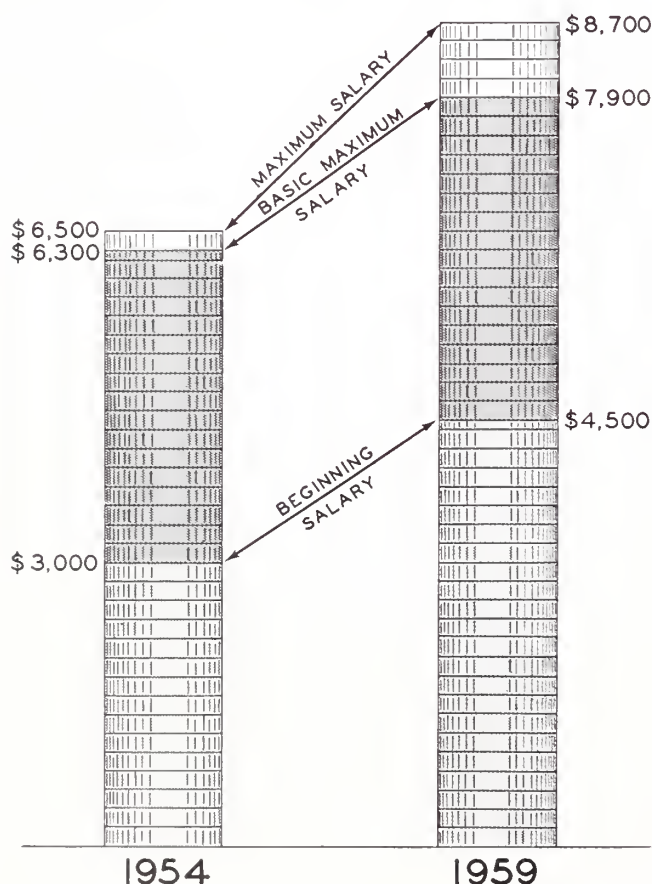
of Queens—three miles away. These children now receive a full day's schooling instead of the previous four-hour session.

Similarly, beginning in February 1960, approximately 450 children formerly attending overcrowded schools in Harlem and East Harlem are being transported to five under-utilized schools in the Yorkville section of Manhattan. No child is transported without parental consent.

TEACHER SALARIES

In the past six years the entrance salary for teachers has been raised by 50 percent, and the maximum salary by 34 percent.

TEACHER SALARIES RISE 50 PERCENT IN NEW YORK CITY SINCE 1954



In the past six years entrance salaries for teachers have been raised by 50 percent while maximum pay has risen 34 percent. In 1954 a new teacher was paid a starting salary of \$3,000. Last year, the starting salary was \$4,500. In the current school year, it was increased to \$4,500. Six years ago the maximum salary paid to teachers was \$6,500—now it is \$8,700.

In 1954, a teacher was paid a starting salary of \$3,000. Last year, the starting salary was \$4,000. In the current school year, it was increased to \$4,500.

The maximum teacher salary paid six years ago was \$6,500. Last year it was \$8,400 and now it is \$8,700. Over \$18,000,000 was made available in 1959 for salary increases.

In addition, new legislation permits teachers with 30 years of service to retire at age 55. Previously, teachers could not retire, except at a drastically reduced pension, until they had attained age 65 or had completed 35 years of service.

HIGH SCHOOL OF THE AIR

In 1959 the Board of Education's "High School of the Air for Home Instruction" celebrated its tenth anniversary. The High School of the Air provides secondary school courses by radio to students who are unable to attend regular classes because of illness or disability. The courses cover six periods of 15 minutes each, broadcast at different times during the regular school day.

In addition to the broadcasts, listening guides or "assignment sheets" are mailed to each student receiving home instruction, and there is constant mail and telephone communication between the "radio teacher" and the "home student." The High School of the Air also comes to the ill or disabled student in the form of a tape recording.

READING IMPROVEMENT

The Board of Education has opened two additional Special Reading Services Clinics for retarded readers with behavior problems, bringing the total number of such clinics in the City to seven. The children attending these clinics are of average or above average intelligence, as demonstrated by I.Q. tests, but have reading difficulties of sufficient severity to prevent them from doing average work. The inability of these children to read up to grade tends to affect their entire behavior pattern. Among the 1,000 children receiving help from the reading clinics during the 1958-59 school year, the median gain in reading was 1.5 years.

LANGUAGE LABORATORY

The Board of Education is experimenting with special laboratory techniques to improve foreign

language instruction in the City schools. The test, beginning with French, will be conducted at two senior and two junior high schools.

At each school a special room is to be set aside for the installation of individual booths, each equipped with tape recorder, microphone, headphones and monitoring jack so that the students may listen and record. From the instructor's console it will be possible to transmit instruction to groups of listening students, via tape, disc, film, sound track, radio and live microphone. The teacher will be able to "listen in" and make suggestions to each individual student as needed.

The language laboratory experiment is scheduled to be conducted over a five-year period. In the third year it is proposed to begin a second foreign language with those students who have demonstrated successful achievement in the study of their first foreign language.

CHEMISTRY TEACHING EXPERIMENT

With the aid of a grant from the Camille and Henry Dreyfus Foundation, the Board of Education has undertaken a unique experiment to determine if students can learn chemistry on their own time from filmed lectures and demonstrations. Twenty Erasmus Hall High School students will meet daily to view a filmed course in third-year chemistry and participate in a weekly 80-minute laboratory period. Their achievement will be measured by means of standardized tests and Regents examinations.

HIGHER HORIZONS

A "Higher Horizons" curriculum was inaugurated last year at 13 selected junior high schools and 31 elementary schools. Its objectives are to provide additional stimulation and necessary cultural enrichment to pupils of all levels of ability.

The potential of the pupils is determined by tests and by teacher observation. They then receive individual counseling, group guidance, psychological testing, remedial and clinical services. Pupils are urged to make fuller use of the school library. They are given detailed information about various occupations, participate in special assembly programs, and go on frequent trips to museums, businesses and industries in New York City.

EDUCATION FOR THE HANDICAPPED

Last year Public School 77 in Manhattan was established as an annex of the School for the Deaf. The seven classes for aphasic children were transferred to this annex. Children with aphasia suffer from impaired speech due to brain lesion or functional disturbance. Special reading test norms for deaf children were developed through a test given to 6,000 deaf pupils in the United States and Canada.

A second center for children in need of clinical therapy for severe speech handicaps was opened in Queens, bringing the total number of speech centers in the City to six.

The Board of Education conducts two summer day-camps for blind children. The first of these camps was set up in Brooklyn. The second was established last year in Queens. In these day camps blind children and pupils with sight work and play together in arts and crafts, games, swimming, athletics and social pastimes.

VOCATIONAL EDUCATION

Last year a new program for training dental assistants was undertaken by the Board of Education at the urgent request of the dental societies of New York. The new three-year course, to be offered initially by the Mabel Dean Bacon Vocational High School, will train students for service as dental assistants, laboratory assistants, receptionists, and secretaries.

The courses in practical nursing in which high schools and hospitals cooperate were extended to two additional high schools last fall. The student trainees receive practical experience in hospitals during their high school career. Of the 386 practical nurses graduated, 357 are currently staffing local institutions in this critical shortage area; the other 29 are receiving advanced training for a degree in nursing or in registered nurse training.

SUPERIOR STUDENTS

The exceptional ability of New York City pupils was again demonstrated last year when our public high schools swept the national mathematics competition held among 4,166 secondary schools under the joint auspices of the Mathematics Association

of America and the Society of Actuaries. Brooklyn Technical High School ranked first nationally, scoring 101 out of a possible 150 points. Stuyvesant High School ranked second nationally with 100.25 points and was followed in the national standings by Midwood High School which took third place.

In the individual honors, New York City high

school students achieved the first four places in the national competition. One student obtained a perfect score—the third time this has been achieved in the ten years of competition. New York City students have consistently been at the top of such competitions. This forcefully demonstrates the quality of our educational practices.



Enrolments in the City's public schools in 1959 totaled 1,067,619. Of these 490,630 were enrolled in 625 elementary schools, the backbone of our public educational system. During the year a "higher horizons" curriculum was inaugurated in 31 of these schools to provide additional stimulation and cultural enrichment for pupils of all levels of ability.

Higher Education

THE MUNICIPAL college system of higher education in New York City numbers seven colleges under the jurisdiction of the Board of Higher Education. One of these, Queensborough Community College, is scheduled to open in September, 1960.

The six colleges in operation: City, Hunter, Queens and Brooklyn Colleges; and Staten Island and Bronx Community Colleges, last fall enrolled 87,615 students, an increase of 2,931 over the preceding year's total. The 1959 enrolment, highest in the City's history, is also higher than that reported for any other college system in the country. Of the total, 35,910 are enrolled in the four-year colleges for bachelor's degrees. 28,248 of these students attend day sessions, and 7,662 attend classes at night. The Division of Graduate Studies enrolled 10,719 students, of whom 7,536 are working towards the master's degree. Advanced courses are also taken by 3,183 students not seeking higher degrees.

In addition 7,793 students are registered for two-year associate in arts and associate in applied science degrees in the Schools of General Studies.

DEGREES AWARDED

The number of baccalaureate degrees granted in 1959 was 6,497 and the number of master's degrees was 1,089. In addition 586 associate degrees were granted by the Staten Island Community College and by City, Brooklyn, and Queens Colleges in their two-year degree programs. The total of 8,304 degrees was 490 above the 1958 figure.

DEGREES GRANTED		
	1958	1959
Baccalaureate Degrees	6,204	6,497
Master's Degrees	1,014	1,089
Diplomas & Certificates beyond Master's	72	69
Associate Degrees	473	586
Diplomas & Certificates	51	63
	7,814	8,304

COMMUNITY COLLEGES

With the establishment of Queensborough Community College, the fledgling network of com-

munity colleges under the Board of Higher Education has grown to three. Created to meet the growing need for skilled technicians in many fields, the community colleges are a joint venture of New York City and State.

Staten Island Community College, the first opened, enrolled thirty percent more students last year in both day and evening sessions than in the preceding year. Registration for the fall term was 418 in day classes and 561 in evening sessions.



A record number of 87,615 students were enrolled during 1959 in the six municipal colleges operated by the Board of Higher Education. An extension to the library at Brooklyn College, shown here, adds twice as much space as the original library provided.

Bronx Community College opened in February 1959, with 125 students and a faculty of 11, in temporary quarters provided by Hunter College. The school has since moved to its permanent home, the site of the former Bronx High School of Science, on East 184th Street. At the start of the fall term, the faculty had increased to 46, and 620 students were enrolled in the day session, pursuing courses in liberal arts and sciences, pre-engineering and business, and chemical, electrical, mechanical and medical laboratory technologies. The evening session also opened in September with an initial enrolment of 746 students, offering courses paralleling those of the day session.

Queensborough Community College is scheduled to open in September, 1960. A faculty is now being assembled. Plans call for admission of 200 students initially, with enrolment increasing each year to a maximum of 3000 in 1970. Site for the new school is part of the Oakland Golf Course in Bayside, Queens.

NURSING SCIENCE

To help reduce the shortage of nurses, Brooklyn and Queens Colleges, at the request of the Department of Hospitals, in 1954 initiated two-year curricula in nursing science on an experimental basis. Last year these courses were made permanent.

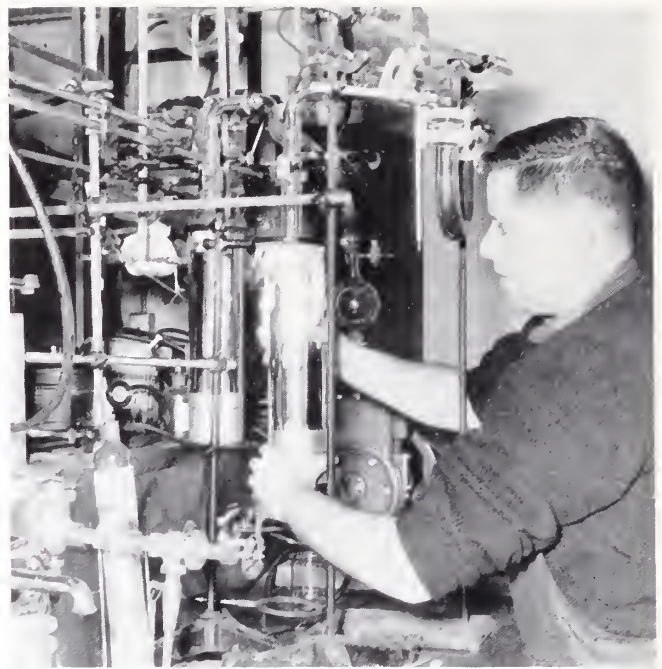
City hospitals are used for the required clinical practice. The graduates receive an associate in applied science degree and are eligible to take the state board examination for registered nurses, which they do with consistent success.

In the fall of 1959, 196 students were enrolled in the nursing courses. The graduates in 1959 numbered 35 for Queens College and 31 for Brooklyn College.

Hunter College also gives degrees in nursing. One curriculum, established in 1955, prepares high school graduates for nursing. In 1959, it graduated its first class of 25. The second baccalaureate degree program awards a bachelor of science in education with a major in nursing, which was won by 59 graduates in 1959. The course prepares graduates of three-year nursing schools to act as head nurses or instructors in schools of nursing.

TEACHER EDUCATION

The municipal colleges continued to be the prime source of well-trained teachers to meet the



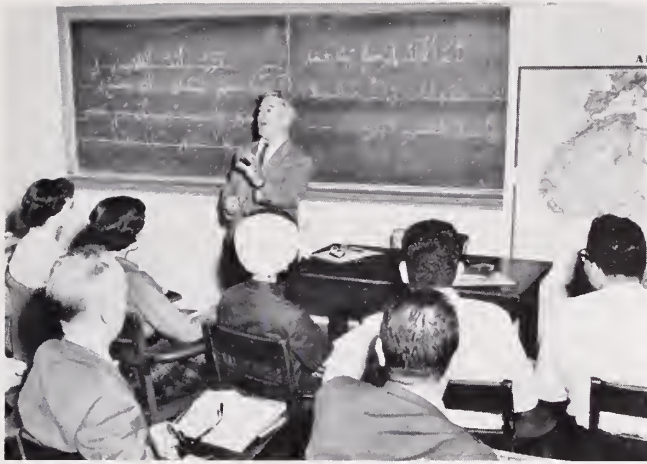
A student of City College is shown engaged in original research in the field of chemistry. An example of the quality of the students in the City's municipal colleges is the fact that 820 received awards for graduate study. Of the 1,000 awards granted annually throughout the country to graduating seniors by the National Science Foundation, 34 were won by graduates of the municipal colleges. Science research and training is an important part of the curriculum of the City-owned colleges.

needs of the City's schools. Last year, 1,955 students completed four-year, State-approved programs at the City's colleges. By the end of October, 1,302 had already accepted teaching positions—1,247 of these in the public school system of New York City.

In addition, 962 teacher-education students met the currently reduced requirements for some initial appointments in the City's schools.

In the fall of 1959, 26,054 students were preparing to teach or were improving their competence on the school job by taking courses at the municipal colleges—a ten percent increase over the fall of 1958. Studying for baccalaureate degrees were 14,171 students and for master's degrees, 4,789 students. The remaining 7,094 students were taking individual undergraduate or graduate courses.

Master's degrees in teacher education were awarded to 853 students. Many teaching licenses require the master's degree. Graduate teacher edu-



In recognition of the increasing need for foreign language specialists, the Board of Higher Education, in 1959, expanded language classes in the municipal colleges. Students are shown in an Arabic class, part of the African Area Studies at Brooklyn College.

cation enrolments in the summer of 1959 totaled 2,747 at City, Hunter, Brooklyn and Queens Colleges.

COMBINED GRADUATE COURSE

Three of the municipal colleges—City, Hunter, and Brooklyn—last year pooled their resources to offer jointly graduate studies leading to the master of arts degree in government and political science. The purpose of the action was to achieve operating economy while increasing course facilities. In pooling the resources of the three campuses, more courses are made available to the students, who benefit additionally by the combined strengths of three faculties and three libraries. Students may take half their work in one or two of the colleges other than the one in which they are enrolled.

AWARDS AND SCHOLARSHIPS

It is heartening to report the success of our municipal college graduates in winning scholarships and fellowships for graduate study. A total of 820 awards were granted them by colleges and universities throughout the United States, by state and Federal governments, by foreign governments and universities, by foundations and learned societies. These awards were won in competition with

top-ranking students from institutions of higher learning in other cities. The Woodrow Wilson National Fellowship Foundation in 1959 named 26 municipal college students as Woodrow Wilson Fellows.

The National Science Foundation gives approximately 1,000 awards annually to graduating seniors throughout the nation. Of those given in 1959, 34 were won by our graduates. Fourteen of the new fellowships under the National Defense Education Act were awarded our graduates, as were eleven Fulbright scholarships for foreign study. New York State Regents College Teaching Fellowships were won by 134 municipal college graduates.

Alumni of City College won three of the eleven Rockefeller Public Service awards announced by Princeton University in March 1959. Senior personnel of executive agencies of the Federal government are given these awards on the basis of leadership, intellectual maturity, character, competence, and particular promise of future usefulness to the Federal government. City College was the one college in the United States that gave undergraduate training to more than one of the award winners. Professor Arthur Kornberg, who won the Nobel Prize in medicine in 1959, is a graduate of City College.

For the fifth year New York City and its Board of Higher Education awarded eight four-year medical scholarships in honor of Dr. Jonas E. Salk, a 1934 graduate of City College. The awards went to eight pre-medical seniors who had gained admission to medical schools and whose academic work made them eligible for this honor. Each of the eight Salk Scholarships is for \$3,500 made in annual payments of \$875 to the winners, each of whom had shown originality in some area of medical research. The recipients of the 1959 awards are attending the medical schools of the University of Chicago, Cornell University, Johns Hopkins University, Yeshiva University, New York University, and State University in New York City.

POLICE SCIENCE COURSES EXPANDED

New York City's policemen are participating in ever greater numbers in the police science studies offered at the City College Baruch School of Business and Public Administration. When the curriculum was established in 1956, under the joint sponsorship of the Police Department and the Baruch

School, 87 students enrolled in the first semester. In the fall term last year, 1,249 were enrolled; 1,152 as undergraduates and 97 as graduate students for a master's degree in public administration with a specialization in police science. Of the undergraduates, 637 are candidates for associate in

applied science degrees and 304 for the bachelor in business administration degree, with specialization in police science. The courses offered provide patrolmen-students with increased knowledge and understanding of the law, of the needs of the community, and techniques of police work.



A group of students at P. S. 184 in Queens learning geography and map-making. The effectiveness of the City's educational system is demonstrated by the large number of students who annually finish at or near the top in national scholastic competition.

Students Enrolled in Public Schools

	Number of Schools Oct. 1959	Register Oct. 1959	Register Oct. 1958
REGULAR DAY SCHOOLS			
Kindergarten		72,548	70,233
Elementary	625	490,630	493,704
Junior High	127	186,706	172,400
Academic and Technical High	56	189,737	192,409
Vocational High (Full-time)	29	37,920	39,111
Total		977,541	967,857
OTHER DAY SCHOOLS			
Vocational High (Part-time)		6,509	6,643
Homebound Children (Phys- ically Handicapped)		1,475	1,453
Children in Corporate Schools (Orphanages and other in- stitutions)		642	884
Day Classes for Adults in English and Citizenship		4,380	4,150
Total		13,006	13,130
EVENING ENROLLMENTS			
Elementary (for adults)	61	25,456	25,792
High	16	34,092	35,551
Trade	20	17,524	17,455
Total		77,072	78,798
Grand Total		1,067,619	1,059,785

School	Location	Enrolment Capacity
BROOKLYN		
P.S. 256	Marcy & Lafayette Avenues	1,190
P.S. 270	Emerson Place & DeKalb Avenue	1,028
P.S. 279	East 103rd Street & Avenue K	1,229
P.S. 286	Avenue Y & Haring Street	1,194
P.S. 289	Kingston Avenue & Prospect Place	1,017
P.S. 297	Park near Marcy Avenue	1,215
Sheepshead Bay H.S.	Batchelder & Coyle Streets	2,500

QUEENS		
Thomas Edison Vocational H.S.	168th Street & Grand Central Parkway	2,000

B. Additions, Modernizations and/or Conversions

School	Location	
MANHATTAN		
P.S. 179	Amsterdam Avenue & West 101st Street	
RICHMOND		
P.S. 3	Latourette Street & South Gaff Avenue	406

BRONX		
J.H.S. 38	St. Ann's Avenue & Boy Street	

BROOKLYN		
J.H.S. 50	South 3rd Street & Driggs Avenue	
J.H.S. 142	Henry & Calan Streets	
P.S. 148	Ellery Street & Delmanica Place	

QUEENS		
For Rockaway H.S.	Beach 25th Street & Oceancrest Boulevard	

School Construction Progress, 1959

I. Projects Completed in 1959

A. New Buildings

School	Location	Enrolment Capacity
MANHATTAN		
P.S. 7	Lexington Avenue & East 119th Street	1,216
J.H.S. 13	Madison Avenue & East 106th Street	1,698
J.H.S. 22	Columbia & Stanton Streets	1,793
P.S. 28	St. Nicholas Avenue & West 155th St.	1,213
J.H.S. 117	Third Avenue & East 108th Street	1,914
P.S. 123	Eighth Avenue & West 140th Street	1,509
P.S. 140	Rivington & Ridge Streets	1,216
P.S. 144	Seventh Avenue & West 122nd Street	1,210
Fashion Institute of Technology	Eighth Avenue & West 27th Street	2,070
BRONX		
J.H.S. 149	Willis Avenue & East 144th Street	1,535
H.S. of Science	Gaulden Avenue & West 205th Street	3,000

II. Projects Under Contract and/or Construction as of December 31, 1959

A. New Buildings

School	Location	Enrolment Capacity
MANHATTAN		
P.S. 128	Auduban Avenue & West 169th Street	1,209
P.S. 134	Scommel Street & East Broadway	1,185
P.S. 145	Amsterdam Avenue & West 104th St.	1,200
P.S. 155	Second Avenue & East 118th Street	1,190
P.S. 180	Manhattan Avenue & West 119th Street	1,190
P.S. 198	Lexington Avenue & East 96th Street	1,218
H.S. of Art & De- sign & P.S. 59	Second Avenue & East 56th Street	{ 2,000 586

(continued on next page)

School	Location	Enrolment Capacity
BRONX		
P.S. 1	Courtlandt Avenue & East 152nd Street	1,213
P.S. 5	Jackson Avenue & East 149th Street	1,221
P.S. 100	Lofoyette & Taylor Avenues	1,193
P.S. 132	Washington Avenue & East 168th Street	1,209
J.H.S. 136	Prospect Avenue & Jennings Street	1,795
P.S. 150	Fox Avenue & East 165th Street	1,350

BROOKLYN		
P.S. 46	Clermont & Myrtle Avenues	1,212
P.S. 262	Reid Avenue & Hancock Street	1,193
P.S. 274	Kosciusko Street and DeKolb Avenue	1,194
J.H.S. 296	Centrol Avenue & Covert Street	1,786
P.S. 298	Glenmore Avenue & Watkins Street	1,190
P.S. 299	Evergreen Avenue & Woodbine Street	1,196

QUEENS		
P.S. 203	Springfield Boulevard & 51st Avenue	1,064
Francis Lewis H.S.	Utopia Parkway & 59th Lane	3,000

RICHMOND		
J.H.S. 51	Willowbrook Road & Houston Street	1,498

B. Additions, Modernizations and/or Conversions

School	Location
MANHATTAN	
J.H.S. 99	F. D. R. Drive & East 100th Street
P.S. 171	Madison Avenue & East 103rd Street

BRONX	
P.S. 23	Tinton Avenue & East 165th Street
P.S. 51	Jackson Avenue & East 158th Street
J.H.S. 52	Leggett Avenue & Kelly Street

BROOKLYN	
P.S. 19	Rodney & South 2nd Streets
P.S. 213	Linden Blvd. & New Jersey Avenues
James Madison H.S.	Bedford Avenue & Quentin Road

QUEENS	
P.S. 139	Wetherole Street & 63rd Drive
J.H.S. 141	21st Avenue & 37th Street

HOUSING

The Housing Story
Slum Clearance and Title I
New York City Housing Authority
Department of Buildings
Department of Real Estate

The Housing Story

DURING MY ADMINISTRATION as Mayor of the City of New York, we have pursued with every resource at our command the objective of good housing in a wholesome environment for all of our residents. The attainment of this goal in a City the size and complexity of New York is an ever-continuing challenge. There are no wonder-drugs to provide a quick cure for our housing ills. The fight to eradicate our slums, to halt the spread of blight and to rebuild the City must be waged continually. We have been waging that fight with a variety of weapons. Last year, 41,948 dwelling units were added to the City's housing supply, including 37,218 units in new buildings and 4,730 units obtained by conversion of existing structures. After deducting all units lost by demolition and through conversions, we had a net gain of 22,647 apartments, an amount sufficient to accommodate approximately 75,000 people.

Our public housing and Title I projects have eliminated hundreds of acres of slum properties and have replaced them with good modern housing. These programs have been directed primarily to those areas where the basic lack of quality and deterioration of existing structures made wholesale clearance the only practical and economically sound form of redevelopment.

We have advanced our public housing operation, for both low- and moderate-income families,

at a rate that has been unequaled anywhere else in the United States. Close to 400,000 people have been rehoused in over 106,000 public housing apartments.

We have given our full support to Title I, a plan in which the Federal and City governments work together with private enterprise for the redevelopment of run-down neighborhoods. New York's Title I operation is unmatched in scope anywhere. Some mistakes were made in the early stages of Title I, but they have been rectified, and for every mistake we have a group of successes like Corlears Hook, Morningside Gardens, Columbus Circle, and others that are on the way. In addition to middle-income apartments, our Title I effort has given us the Coliseum and is making possible construction of the new cultural center at Lincoln Square.

We fought for and obtained State legislation to encourage the construction of middle-income apartments by providing long-term loans at low-interest rates together with substantial tax concessions. Nearly \$51,500,000 in City loans, already committed under this program, have sparked a number of cooperative housing developments for families of moderate income. Two of these, the Dennis Lane apartments in the Bronx, with 280 apartments, and the first section of Kings Bay Houses in Brooklyn with 540 apartments, were completed

in 1959. A third project, Highlawn Terrace in Brooklyn with 124 units, is almost completed. Nine other projects are under construction or in planning.

We have launched a new type of project, the West Side Urban Renewal Project, designed to reverse the downward trend in a deteriorating but basically sound neighborhood. This plan combines conservation and rehabilitation of structures which can be preserved with spot clearance and redevelopment of those areas which are beyond reclamation. This pioneering project, covering 20 square blocks, is designed to eliminate sub-standard housing, provide new residential developments with a variety of rental ranges to serve all income classes in the community, and preserve and improve community facilities.

THE ATTACK ON SLUMS

When this administration took office, one of our most urgent slum problems related to what are known as SRO's—single room occupancy of what had once been multiple dwellings. In order to alleviate the severe housing shortage at the end of World War II, alterations in apartment buildings were encouraged to permit more families to occupy the same space. While this was done in good faith to meet the exigencies of the time, it turned some of our best, modern apartment buildings into slums, with a whole family sometimes crowded into each room, and with all the families on a floor required to share shockingly inadequate cooking and sanitary facilities. There are some 750 such buildings today, housing nearly 50,000 families. This problem is not confined to apartment buildings. We also have some 14,000 buildings, previously occupied by one or two families, and now converted into rooming houses.

There would be hundreds more rooming houses and single room occupancy apartments if we had not intervened in 1954 and passed a local law temporarily prohibiting any more conversions to single room occupancy and rooming houses. Recently, the City Council, at my request, adopted local legislation which imposes a permanent ban on conversions of apartments to single room occupancy and one or two family dwellings to rooming houses, and prohibits the occupancy, after January 1, 1965 of single-room accommodations by families with children under 16 years of age, unless the room has

its own cooking and bathroom facilities. Until that date, children already residing in a single room are permitted to continue in occupancy but new occupancies by children are prohibited.

We have accelerated the inspection of tenement houses, with teams of inspectors assigned to the worst buildings.

We have established a new Housing Court, staffed by veteran magistrates who are not misled by specious excuses of slum landlords.

Last August, we launched a special neighborhood conservation program to avert the spread of slums by slowing up the rate of housing obsolescence and decay in areas not covered by clearance and urban renewal plans. Four neighborhood conservation districts have been designated, three located in Manhattan and one in downtown Brooklyn. Several others are being planned. In each of these areas, the cooperative efforts of tenants, owners, community organizations and City agencies are coordinated to upgrade the neighborhood and spruce up the buildings. The program calls for relatively inexpensive rehabilitation to improve a neighborhood without pricing existing tenants out of their homes. It involves items such as painting, repair of facades, plumbing repairs, and installation of new bathroom fixtures where necessary.

Last year and again in 1960 we urged the State Legislature to enact three measures to enable the City to deal more effectively with the unscrupulous, absentee landlord who permits his property to deteriorate to the point where it is a menace to health and safety.

The first bill would permit the City to take over a building, collect the rents and apply them to remedy the violations, whenever an absentee landlord fails to correct dangerous conditions after due notice.

The second measure would speed up the prosecution of building violations by making such violations offenses, rather than misdemeanors, thus giving the Magistrate's Courts final power to try such cases. At present, the defendant can delay prosecution by demanding a hearing before a Magistrate and later a trial in the Court of Special Sessions.

The third measure provides a schedule of minimum fines and permits jail sentences in addition to or as an alternative to fines for violations of the Multiple Dwelling Law.

In addition, we are urging the State Insurance Department to require the fire insurance companies

to vary rates so that landlords who permit hazardous conditions to continue would have to pay higher premiums. We are also pressing to have the fire insurance canceled or suspended when an owner is convicted of violating those sections of the law relating to fire hazards.

These are some of the things we have done to meet the slum problem. We will continue our efforts persistently and vigorously.

We will expand our neighborhood conservation program to double its present size. To supplement the City's services, these community rehabilitation projects have been financed thus far by foundations and neighborhood groups. To provide additional funds for this purpose, we have been negotiating with the Federal authorities for a grant of \$150,000 under the National Housing Act. We expect such a grant to be approved shortly.

We have mapped out a new program of local legislation dealing with lighting, sanitary and janitor facilities in the older tenements.

We have requested legislation to continue and expand tax exemptions and tax abatement to encourage and assist owners to improve substandard dwellings.

We will accelerate our street lighting program to make the neighborhoods more cheerful and safer.

I have instructed the Corporation Counsel to bring test suits in the Supreme Court for orders compelling landlords to make necessary repairs in compliance with the law.

I have initiated a re-examination of the Mitchell-Lama program for middle-income housing, to see what additional City credit can be channelled in this direction to increase our supply of new housing.

Finally, I have directed a study for the development of some type of transitional housing for the problem family which is not accepted in private housing and is not eligible for regular public housing.

SPECIAL RECOMMENDATIONS

Last August, I appointed a Special Adviser on Housing and Urban Renewal to develop recommendations for a comprehensive policy and program for housing and urban renewal, including correlation of the City's functions and operations

in the field of publicly-aided private housing, slum clearance, tenant relocation, and neighborhood conservation.

At my request, the Special Adviser gave priority to the problem of tenant relocation and a report on this subject was submitted to me in December. The report recommended expansion of the City's relocation services and the establishment in the Department of Real Estate of the office of Deputy Commissioner for Relocation; the setting of uniform schedules of minimum payments for the benefit of tenants displaced by public projects; and authorization for the Commissioner of Real Estate to issue rules and regulations controlling relocation practices by all public agencies operating in the City. Payments would include bonuses for voluntary removal and would cover moving expenses, redecoration of new accommodations and finders' fees to persons locating accommodations for displaced tenants. Steps have already been taken to put these and related recommendations into effect.

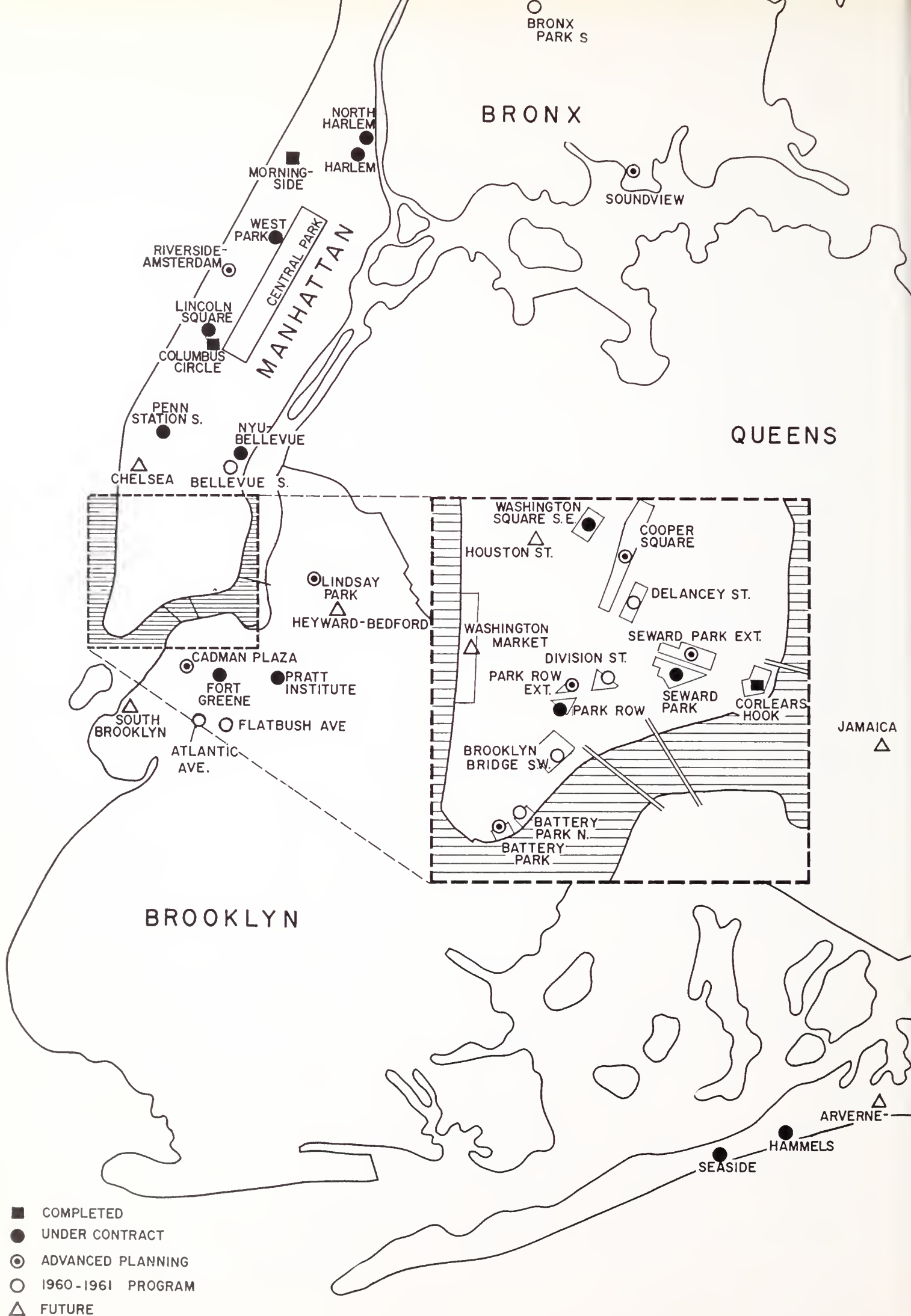
The Special Adviser's final report, submitted in March 1960, contains a series of recommendations for a comprehensive City policy and program for housing and urban renewal. These recommendations include:

- Establishment of a new agency, to be known as the Housing and Redevelopment Board, which would correlate the housing and urban renewal efforts of all City agencies and take over the functions of the Committee on Slum Clearance, the Urban Renewal Board, the Neighborhood Conservation operation, and the functions now exercised by the Comptroller under the Mitchell-Lama Law and the Redevelopment Companies Act.

- The institution of vigorous measures for the construction of publicly-aided, privately-owned middle-income housing which will redevelop deteriorated commercial areas where the problem of relocating residential tenants is insignificant.

- Adoption and public announcement by the Board of Estimate of a uniform rule of tax exemption applicable to all approved middle-income projects on which construction is begun during a specified period of time.

- Determination by the Board of Estimate of an annual housing budget, showing the public and publicly-assisted housing to be undertaken in the ensuing year by type, borough, site and rent class.



- Adoption of measures to take the profit out of slums by revaluing tax assessments based on the profits that slum properties yield and by demanding legislative amendments to the Federal income tax law to make capital gains from slum property subject to tax at the regular rates.
- Consideration of legislation to provide com-

pensation to the small commercial tenant for the loss of his business as the result of City redevelopment.

- Designation of a joint legal panel of tax and condemnation specialists to investigate condemnation procedures and to recommend legislation to take the windfall profits out of condemnation.

Slum Clearance and Title I

SLUM CLEARANCE and the redevelopment of the cleared sites on a scale sufficient to meet the City's needs require the combined efforts of private industry and government. Private capital cannot be attracted in the amounts needed for large-scale clearance and redevelopment of slum areas until two basic obstacles are overcome. One is the extreme difficulty of assembling, by normal purchasing methods, hundreds of slum parcels which are separately owned. The high cost of slum sites is the second, and even more formidable, obstacle. It is not economically practical for private developers to undertake a project which is handicapped at the outset by the full costs of acquiring the site, demolishing the old buildings and preparing the land for new uses.

Under Title I of the Federal Housing Act of 1949, Federal and local assistance are provided to

solve these problems. First, the City, using its power of condemnation, acquires the entire site. It then sells the site at a reduced price representing the re-use value to a private developer, for clearance and redevelopment according to a plan which has been prepared by the Committee on Slum Clearance and approved by the City Planning Commission, the Board of Estimate and the Federal authorities. This markdown is roughly the cost of the buildings which must be torn down. The loss resulting from resale of the site at a reduced price is shared two-thirds by the Federal government and one-third by the City.

The slum clearance operation in New York City is the largest and most advanced of any in the country. We have already built more housing under Title I than all of the other cities in the country combined. At the end of 1959, 24 Title I projects had been approved for study by the Board of Estimate and the Federal Government. For 16 of these projects, the City has acquired and resold the property. Capital grant contracts with the Federal government and redevelopment contracts with private sponsors have been executed. When these 16 projects are completed, they will provide 28,400 new dwelling units and will clear approximately 314 acres of land, at a net cost to the City and the Federal Government of \$58,000,000 and \$116,000,000, respectively. Investment by private capital in the construction of these projects will come to \$561,000,000. Real estate taxes collected by the City in these areas will increase from \$1,300,000 to approximately \$14,000,000.

New York City's slum clearance activities are the most extensive in the nation. At the end of 1959, 24 Title I slum clearance projects had been approved for study by the Board of Estimate and the Federal government. Sixteen of these projects are already under contract with private sponsors. Three have been built and are fully occupied, while six others are partially completed and occupied. The sixteen projects under contract will, when completed, provide 28,400 new dwelling units and will clear approximately 314 acres of slums.

PROJECTS UNDER CONTRACT

Three Title I projects have been completed and are fully occupied; six others are partially completed and occupied.

Two of the completed projects are cooperatives for families of moderate income—Corleors Hook in lower Manhattan, with 1,668 dwelling units, and Morningside Gardens on the upper west side of Manhattan, with 972 apartments. The third is Columbus Circle in mid-Manhattan, with 590 dwelling units, the Coliseum and an office building.

In the Harlem project, construction has been completed on three residential and two commercial buildings. Construction of three additional residential buildings was under way.

In the North Harlem project, five residential buildings and one commercial building have been completed and are occupied. Two additional residential buildings are under construction and P.S. 197, designed to serve the Harlem and North Harlem projects, has been completed and is in operation.

Park West, a project which has replaced a blighted area of six square blocks on the west side of Manhattan, has three residential buildings completed and occupied, and four other residential buildings under construction. P.S. 163 on the site of the Park West project has been completed and additional public facilities connected with this project, including a library, health center, and police station, were close to completion at year's end.

In downtown Brooklyn, the project known as Fort Greene is close to completion. A cooperative housing section, consisting of five residential buildings; three rental residential buildings, and a commercial building have been completed and occupied. A dormitory facility for Long Island University and a new playground in Fort Greene Park, adjoining the project, have also been finished.

Another Title I development in Brooklyn is known as the Pratt Institute project. The educational section of this project, as well as two residential buildings and three commercial buildings, have been completed. An additional residential building was about 95 per cent complete at year's end.

The first two residential buildings and a garage in the Washington Square Southeast project, in

Greenwich Village, have been completed. Three commercial buildings were about 50 per cent complete at year's end.

Tenant relocation was completed on the site of the New York University-Bellevue project on the east side of Manhattan. Construction of the first residential building was started in 1959 and was about 10 per cent complete on December 31.

In the Seward Park project, on the lower East Side of Manhattan, all four residential buildings were under construction, with one of the buildings about 95 per cent complete. All of the residential buildings and a garage are scheduled to be occupied in 1960. In the Park Row project, located in lower Manhattan near the Municipal Building, relocation of the site tenants was accomplished, almost all buildings demolished, and construction started. Both Seward Park and Park Row are union-sponsored housing cooperatives. With the aid of tax concessions by the City, they will provide 2,104 modern apartments for families of moderate income, at monthly rentals ranging from \$19 to \$25 per room.

The following table shows the location, number of dwelling units and status of the 16 Title I projects under contract:

Project	Location	Dwelling Units	Status
Corleors Hook	Lower Manhattan	1,668	Completed
Columbus Circle	West Side—Man.	590	Completed
Morningside	West Side—Man.	972	Completed
Fort Greene	Brooklyn	842	Cooperative, rental, and educational sections completed; some site improvements awaiting completion.
Pratt Institute	Brooklyn	2,013	Educational section completed; two residential buildings and three commercial buildings completed; a third residential building close to completion.
North Harlem	Upper Manhattan	1,781	Five residential buildings completed and two others partially completed; one commercial building completed.
Harlem	Upper Manhattan	1,716	Three residential and two commercial buildings completed; three residential buildings under construction.

Park West	West Side—Mon.	2,525	Three residential buildings completed; four additional residential buildings under construction.
NYU-Bellevue	East Side—Man.	1,216	One residential building under construction.
Washington Sq. Southeast	Lower Manhattan	2,004	Two residential buildings completed; three commercial buildings under construction.
Lincoln Sq.	West Side—Mon.	4,500	Relocation complete; demolition well advanced; construction started for Performing Arts Center and cooperative housing.
Seward Park	Lower Manhattan	1,704	Four residential buildings nearing completion.
Park Row	Lower Manhattan	400	Relocation complete, demolition substantially complete, and construction started.
Penn Station South	West Side—Mon.	2,817	Relocation and demolition under way.
Seaside—Rockaway	Rockaway	1,536	Relocation and demolition under way.
Hommels—Rockaway	Rockaway	2,120	Relocation and demolition under way.

LINCOLN SQUARE

Lincoln Square, the most dramatic Title I project ever undertaken, embraces an area of 45 acres

north and west of Columbus Circle. This immense development will involve an investment of more than \$200,000,000, including \$156,000,000 of private capital, \$29,000,000 in Federal funds and \$15,000,000 in City funds. It will include a center for the performing arts which will provide new homes for the Metropolitan Opera, the Philharmonic Symphony Society and the Juilliard School of Music; approximately 4,500 new housing units; a midtown campus for Fordham University; a new building for the American Red Cross; a park with bandshell facilities for outdoor concerts; and an underground garage with a capacity of over 700 cars.

IN THE PLANNING STAGE

There are eight projects in various stages of advanced planning. These include:

- Four in lower Manhattan—Battery Park with 1,224 dwelling units, Cooper Square with 1,800 units, Park Row Extension with 244 units, and Seward Park Extension with 1,700 units.
- Riverside-Amsterdam on the west side of Manhattan, with approximately 1,000 dwelling units and a mid-town branch of Yeshiva University.
- Cadman Plaza and Lindsay Park in Brooklyn, with 722 and 2,700 dwelling units, respectively.
- Soundview in the Bronx, with 1,818 dwelling units.

These eight projects will wipe out approximately 170 acres of slums and will provide 11,200 new dwelling units.

New York City Housing Authority

THE NEW YORK CITY Housing Authority makes a basic contribution to the solution of the City's housing needs by providing modern, low-cost apartments within the economic means of families with low and moderate incomes. The Authority's housing projects have eliminated some of the City's

worst slum areas and have provided decent homes for former residents of these areas at rents they can afford. They also serve to accommodate many thousands of families who are dislocated from sites needed for new schools, highways, and other essential public improvements.

At the end of 1959, a total of 106,790 families were living in 92 public housing projects. Of these developments, 90 were fully occupied. Two projects, Castle Hill Houses in the Bronx and Bushwick houses in Brooklyn, were partially occupied.

During 1959, seven projects with a total of 4,783 dwelling units were completed and occupied. Five of these are low-income developments: the third section of the Baruch Houses and the third section of Jefferson Houses in Manhattan, Louis H. Pink Houses in Brooklyn, the second section of Mill Brook Houses in the Bronx, and Redfern Addition in Queens. The other two are moderate-income developments: St. Mary's Park in the Bronx and Hylan Houses in Brooklyn. Fifteen projects are under construction. When completed, they will provide 11,816 dwelling units.

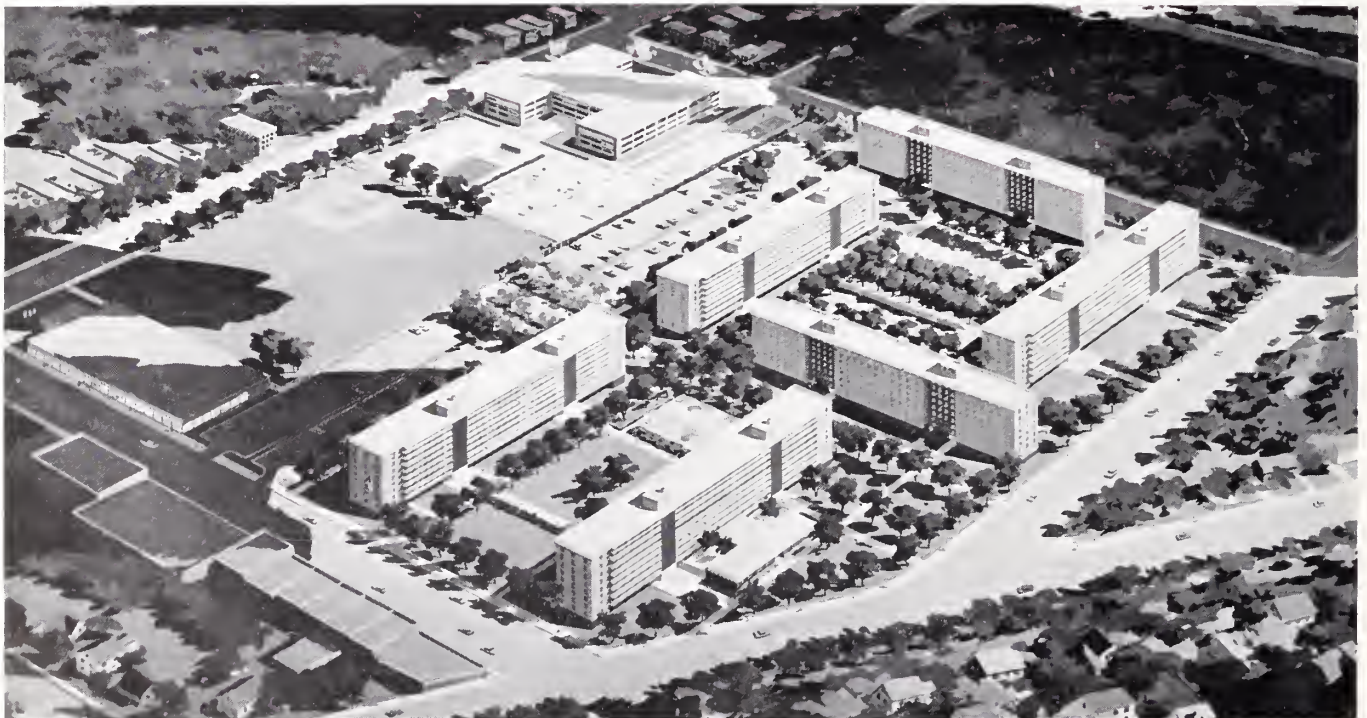
There are on the drawing boards 34 projects, which will eventually provide approximately 23,755 additional apartments. When all projects under construction or in planning are finished, they will provide, together with projects already built, a total of 142,361 apartments.

FUNDS FOR PUBLIC HOUSING

Projects built by the New York City Housing Authority are of three types: Federally-aided, State-aided, and City-aided.

The costs of site acquisition and construction of the new buildings for a Federal or City project are financed by the sale of long-term bonds issued by the Housing Authority and guaranteed by the Federal government or the City. For State-aided projects, housing bonds are issued by the State and the proceeds are loaned to the Housing Authority at the same rate of interest as the State pays. Thus, the Housing Authority obtains long-term credit at low interest rates for all three types of projects; and debt service, a major cost of running a project, is kept to a minimum.

All public housing projects receive aid from the City in the form of liberal tax concessions. State and City projects are taxed only on the assessed value of the property included in the project at the time the site was acquired by the Housing Authority. In the case of a Federal project, the



Construction began in 1959 on Stapleton Houses, a new housing project for Staten Island. This 8-story structure with 696 apartments is being built by the New York City Housing Authority. The project's cost will be \$12,370,000. It is shown here in an architect's rendering.

Authority pays to the City in lieu of taxes approximately 10 percent of the "shelter rent," that is, the actual rent less the cost of utilities. Under this formula, Federal projects are granted a tax exemption which is roughly equivalent to that provided for State and City projects.

The Authority derives almost all of its revenues from rents and annual subsidies. The rents paid by the tenants of public housing projects, while they constitute the major part of the Authority's income, are not sufficient to meet operating costs and debt service, except for projects built under the City's no-cash-subsidy plan. To make up this deficit, the Housing Authority receives annual grants in the form of cash subsidies from the Federal and State governments and from the City for their respective projects. The City's "no-cash-subsidy" projects derive their name from the fact that no money subsidies are paid to meet the cost of these projects, although they receive the benefit of tax concessions. Rentals in these projects are established at a level sufficient to make them self-sustaining. They are designed to meet the needs of families whose incomes are too high for subsidized low-rent housing but not high enough for new private housing in New York City.

The following table summarizes the Housing Authority's income in 1959 and the disposition of such income:

	(in millions)
Total Income	\$113.0
Total Rentals	82.0
Combined Subsidies (Federal, State, and City)	28.0
Investment Income	3.0
Total Disposition	113.0
Total Operating Expenditures	61.0
Debt Service	43.0
Real Estate Taxes and Payments in lieu of Taxes	6.0
Addition to General Reserves and Working Capital	1.7
Applied to Financing of New Development	1.3

NEW FEATURES IN DESIGN

In 1959, the Authority continued its efforts to modify stereotyped architectural features and to break away from the monotonous and institutionalized appearance which has generally characterized public housing developments in the past.

For example, West Brighton Houses, in Staten Island, will include a group of one-family houses, to be built in conjunction with high-rise elevator

buildings. This design was adopted to keep the development in harmony with the suburban character of the community.

Stapleton Houses in Staten Island will feature exterior galleries which will serve as the public hall and give access to all apartments. These galleries will provide additional ventilation without sacrifice of apartment space.

Several significant improvements in project installations and equipment, initiated during the past year, will increase the amenities for tenants in public housing. All new projects will have faster and larger automatic elevators of the same type as are now installed in private apartment houses. All apartments in low-rent subsidized projects will have combination bathtubs and showers, and doors on all closets. Hitherto, showers and closet doors have been provided only in the medium-rent developments.

The New York State Public Service Commission last summer curtailed conjunctional billing for gas and electricity in housing developments. Previously, the Authority had been paying for these utilities at a wholesale rate. In order to avoid paying high retail charges, the Authority decided to plan its new projects so that gas and electricity may be received at one or two points in the project rather than at each building. This will require heavier wiring and larger switch gears and transformers in the new developments to carry the gas and electricity to each individual building. While the costs of these installations are substantial, they will save money in the long run through lower utility costs.

Last year, the first steps were taken to implement plans for a new type of public housing development, the vest-pocket project consisting of one or, at the most, two buildings. Under this plan, the deteriorated portion of a block is replaced with a small public housing project, the still-valuable private housing is retained, there is no need for a large-scale relocation operation, and good neighborhood and community features are kept alive. Construction of the first of the vest-pocket projects, Audubon Houses in upper Manhattan with 165 apartments, is scheduled to begin in 1960.

MANAGEMENT AND TENANT RELATIONS

As part of the continuing reorganization of the Housing Authority in line with recommendations



At the end of 1959 a total of 106,790 families were living in 92 public housing projects, built and operated by the New York City Housing Authority. Seven projects were completed and occupied during the year, while 15 were under construction. One of the projects is Manhattanville Houses, at West 130th Street and Broadway in Manhattan, providing 1,272 apartments. Occupancy is expected by mid-summer of 1960. All apartments now being built by the Housing Authority have more amenities and comforts than those that had been built in the original years of the Authority's existence.

of the City Administrator, the Management Department, which is responsible for operating, maintaining and renting all completed projects, was reorganized for greater efficiency. To assure better control, the management operation was divided into four districts, with supervisory staffs located in the field closer to the projects. Other management changes included improved maintenance procedures, with emphasis on preventive maintenance, and coordinated purchase methods to reduce costs.

A step toward improved race relations in public housing was taken with the establishment of an Intergroup Relations Unit. Members of this unit

work with educational, racial, religious and civic organizations to pave the way for community acceptance of incoming tenants in new projects and to encourage tenants to participate in neighborhood activities. Special in-service training courses in intergroup relations have been provided for housing employees.

Another improvement was initiated in 1959 with the establishment of the Social Consultation Unit. The trained social workers of this unit maintain liaison between the small percentage of tenants who constitute "problem" families and the public and private agencies which have the facilities to help them.

HOUSING POLICE

During 1959, several measures were taken to improve the policing of public housing developments. The size of the housing police force was increased from 314 to 454, as had been recommended by the City Administrator. A special squad of twelve officers in plainclothes was formed to concentrate on combating vandalism in the buildings and on project grounds. Another squad of uniformed men was established to patrol the various sites within the City to prevent thefts and destruction of properties and to eliminate hangouts for drug users and vagrants.

RENT INCREASES

In order to meet the costs of increased janitorial services, improved maintenance, additional housing police, salary increments for employees and the services of social workers and the intergroup relations unit, the Housing Authority ordered a

general rent increase during the past year. The increases ranged from \$2.50 in Federal projects to about \$6 monthly in State and City subsidized developments. In the no-cash-subsidy projects, the increases ranged from \$1 to \$10 per month.

Until last year, tenants were required to report every change in income, no matter how small, whenever a change occurred. Under a new policy, tenant incomes are checked once a year, although interim reporting will still be required of major changes in income such as those resulting from loss of employment or the addition of full-time employment of a member of the family. The new policy has eliminated a considerable amount of unnecessary paperwork and has ended the constant reporting of insignificant changes in a tenant's income which had been criticized as an undue invasion of privacy and, in many cases, had created constant uncertainty as to the tenant's status. Under the new policy, tenants know that their rents and status will remain constant for a year, in the absence of any major change in income.

Department of Buildings

THE DEPARTMENT OF BUILDINGS is responsible for the enforcement of standards prescribed for building construction and alterations, and the safe maintenance of all buildings in the City. The department enforces the Building Code, the State Multiple Dwelling Law, the City's Multiple Dwelling Code, the zoning regulations, certain sections of the State Labor Law affecting factory buildings, and other pertinent statutes. In 1959, the department's jurisdiction covered 790,655 structures of all types, including apartment buildings, one- and two-family houses, hotels, office buildings, factories, stores and public buildings.

CRASH INSPECTION SURVEYS

Last year, the Department of Buildings initiated a continuing series of crash inspection surveys in areas where a high incidence of serious violations

was suspected. The Department of Health cooperated in this drive by assigning health inspectors to work with the Buildings Department inspectors. Nine surveys were completed in Manhattan during 1959. A total of 156 buildings were inspected in the Chelsea, Upper West Side, West Harlem and East Harlem areas. These intensive inspections resulted in the reporting of 4,413 housing violations and 964 health violations. Two crash surveys were conducted in the Bedford-Stuyvesant and Brownsville sections of Brooklyn. Thorough inspection of 61 buildings revealed 658 housing violations and 86 health violations.

All of these cases were brought before the special Housing Court established in 1959. The fixed panel of magistrates assigned to this Court are thoroughly experienced in housing violation cases.

A special survey was made in all boroughs last year to ascertain which multiple dwellings had

failed to provide central heating in accordance with the requirements of the Multiple Dwelling Code. The survey included inspections to determine whether ownership registration signs had been posted in main entrance halls and whether the requirements for installation of sprinkler heads in rooming houses had been met. Approximately 15,000 violations were recorded for failure to provide central heating; 4,100 violations for failure to install sprinkler heads; and 23,400 violations for failure to post ownership registration signs.

NEW BUILDINGS COMPLETED IN 1959

Last year, 10,173 new buildings were completed in the City of New York, at a total estimated cost of \$587,520,880. The following table shows the number of buildings and the total cost in each category.

Type of Building	Number	Estimated Cost
One-Family	3,734	\$ 46,120,118
One-Family and Business	8	298,500
Two-Family	3,522	55,809,575
Two-Family and Business	3	70,000
Class "A" multiple dwellings* (created 26,426 new apartments)	256	224,046,203
Class "B" multiple dwellings	5	1,658,000
Miscellaneous Residences	13	5,224,000
Private Garages (accessory to dwellings)	1,936	872,982
Office Buildings	52	92,801,934
Factories, stores, warehouses and other commercial buildings	483	23,858,375
Public Buildings	161	136,761,193
Total	10,173	\$587,520,880

* A Class "A" multiple dwelling is a building occupied by three or more families for permanent residence purposes. A Class "B" multiple dwelling is a building occupied by transients, for example, rooming houses and hotels.

ADMINISTRATIVE IMPROVEMENTS

Early in 1959, additional steps were taken to reorganize the department in accordance with recommendations of the City Administrator. The borough superintendents, who direct the department's activities in each of the five boroughs, and the administrative analysis unit, which is responsible for organization and management studies and recommendations, were made directly responsible to the director of operations. This step has freed the commissioner from many routine duties, enabling him to concentrate his efforts on basic departmental problems and policies.

During 1959, the Commissioner of Buildings with the cooperation of the City Administrator reappraised the personnel needs of the department. As a first step, 81 additional positions have been authorized, and various professional titles have been upgraded as an aid in recruiting scarce personnel.

To control and expedite the processing of violations, especially those involving hazardous conditions, the department, together with the Department of Investigation, instituted procedures using electronic data-processing equipment. During 1959, forms and procedures were developed through which inspectional and enforcement activities of the department are reported daily to the machine unit of the Department of Investigation. A summary of every pending violation was transferred to a punch card record, and will be kept current through the daily reports. The installation work was completed at the end of the year, and control reports will become available early in 1960.

The task of supervising inspection and installation of oil-burning equipment, and licensing of oil-burner installers, has been partially centralized

Changes in City's Housing Supply — Year 1959

	New York City	Manhattan	Bronx	Brooklyn	Queens	Richmond
New units completed	37,218	11,899	5,637	8,865	9,256	1,561
Units added by conversion*	4,730	2,088	499	1,868	240	35
Total additions	41,948	13,987	6,136	10,733	9,496	1,596
Units demolished	18,229	10,924	3,034	3,383	509	379
Units lost by conversion*	1,072	278	54	674	54	12
Total deductions	19,301	11,202	3,088	4,057	563	391
Net gain, 1959	22,647	2,785	3,048	6,676	8,933	1,205

* Includes only conversions involving multiple dwellings.

in the Department of Buildings. The work previously had been divided among the Buildings and Fire Departments. Centralization of these functions, although not complete, helped to expedite the issuance of certificates of occupancy for buildings with oil burner installations and has resulted in savings to the City.

In 1959, the department put into operation a mechanized process for the collection of boiler inspection fees and the issuance of boiler certificates. This mechanization has eliminated the need for time-consuming, manual preparation of bills.

Last year, steps were taken to assure more effective prosecution of building violations. The position of counsel was established in the Department of Buildings. The enforcement functions have been separated from inspectional activities and are being centralized in an enforcement section in each borough headed by an experienced administrator responsible directly to the borough superintendent. Detailed instructions are being developed to assure more adequate preparation of cases for Court action.

Department of Real Estate

The Department of Real Estate is the newest of the City's agencies. In 1959, following recommendations of the City Administrator, the former Bureau of Real Estate, headed by a director appointed by and subject to the supervision of the Board of Estimate, was abolished. Its functions were transferred to a newly-created Department of Real Estate, with a Commissioner appointed by and responsible directly to the Mayor. The Commissioner of Real Estate is required to have at least 15 years of experience in managing, selling or appraising real estate.

WORK OF THE DEPARTMENT

The Department of Real Estate performs a variety of functions relating to vast amounts of City-owned real property. Most of these parcels are acquired by foreclosure for non-payment of taxes. Many others are on sites obtained by condemnation for public improvements such as schools and hospitals.

The department is responsible for the management, sale, lease or other disposition of real property owned by the City and not used for municipal purposes. It makes property appraisals and negotiates leases of privately-owned property for use by City agencies when space is not available in

City-owned buildings. It is in charge of the relocation of tenants from the sites of public improvements and, as authorized by the Board of Estimate, pays bonuses and moving expenses to relocated tenants, fees to agents for finding accommodations for such tenants, and the expense of redecorating apartments into which tenants move. In addition, it supervises the relocation of tenants from the sites of Title I slum clearance projects.

The major accomplishments of the department in 1959 include:

- Elimination of the employment of outside managing agents who formerly managed approximately 1,000 City-owned properties. All properties within the department's jurisdiction are now managed by its own personnel.
- Establishment of a policy for the review of commercial leases yearly and review of residential leases every two years, to make sure that rents are in line with current market conditions.
- Appointment of an advisory commission to consult with and advise the Commissioner on policies and procedures in the operation of the department. This group, which meets monthly, consists of 15 heads of prominent real estate firms, including the chairmen of five real estate boards.

- Improvement in the procedure for circularizing among other City departments lists of properties which the Department of Real Estate is planning to sell. These lists are circulated to avoid the sale of properties which may be needed for City purposes and might therefore have to be repurchased at a later time. The new procedure has cut down considerably the time spent in clearing properties for sale.

- Establishment of a policy of conducting two-day sales every month to achieve the goal of returning to the tax rolls and to productive use as rapidly as possible all properties not needed for City purposes.

- Last year, \$25,322,162 was realized from the sale of City-owned properties, more than twice the amount realized in 1958.

- In 1959, IBM equipment was installed to convert from manual to mechanized operation such activities as rent billing, mortgage servicing, recording of cash receipts, and property inventories.

PROPERTY MANAGEMENT

In 1959, the Department of Real Estate was responsible for the management of 55,960 properties, housing 9,914 tenants who paid a total annual rental of \$4,575,465. These properties include:

- 36,733 parcels, most of them vacant land, acquired through foreclosure for non-payment of taxes;

- 19,207 properties acquired through condemnation for public use; and

- 20 receivership properties. In these cases, the property is privately owned, but because of tax arrears the City Treasurer has been appointed as receiver of rents. The Department of Real Estate manages such properties for the Treasurer.

APPRAISALS AND SITE ACQUISITIONS

The department appraises real estate for various purposes. Before City-owned properties are offered for sale at public auction, appraisals are made to determine the upset price. In 1959, 1,936 such appraisals were made affecting 3,477 parcels with an appraised value of \$18,426,010. The department also makes appraisals to determine the probable amount that the City will need to pay for properties to be acquired for assessable improve-

ments. Seventy-eight such appraisals affecting 320 parcels with an appraisal value of \$2,841,890 were made in 1959.

The acquisition of sites for public improvements such as new schools, health centers, fire houses, and police stations, requires studies of land values and area analyses to determine the most suitable location and the effect on the neighborhood of the proposed improvement. The department makes such studies and submits reports to aid the Board of Estimate in deciding on the selection of sites.

SALES OF PROPERTY

The department conducts all sales of City-owned properties at public auction. An accelerated sales campaign was initiated in September 1959, accompanied by widespread publicity through newspaper and subway advertising, radio announcements and the distribution of sales brochures. The results of this drive are reflected in the sales figures. Total sales for the last four months of the year amounted to \$16,496,356 as compared with \$8,826,586 for the preceding eight months.

Sales by borough and county in 1959 are shown in the following table:

Borough or County	Assessed Value	Sales Price
Manhattan	\$ 2,942,900	\$ 4,028,200
Bronx	3,268,715	3,977,686
Brooklyn	3,587,385	6,061,950
Queens	2,858,260	4,715,245
Richmond	1,853,820	6,446,706
Putnam	6,425	28,100
Westchester	9,975	20,125
Suffolk	18,000	18,000
Nassau	7,500	26,150
Totals	\$14,552,980	\$25,322,162

The bulk of the properties sold had been acquired by the City through foreclosure of tax liens. The properties in counties outside the City had been acquired for use in connection with the City's water supply, but are no longer needed.

MORTGAGES

When City-owned properties are sold, the purchaser, instead of paying the full purchase price in cash, may give back a purchase money mortgage if the sales price exceeds \$5,000. The Department of Real Estate services the mortgages.

Formerly, these mortgages bore an interest rate

of 5 percent and a maturity of 5 years with amortization payments at the rate of 5 percent per annum. This meant that only one-fourth of the mortgage loan was repaid at the end of the five-year period and in most cases renewal negotiations and processing of a new mortgage were required. Last year, the interest rate was increased to 5½ percent per annum and, commencing with the September 1959 sales, all new mortgage agreements provide for level quarterly payments calculated to amortize the entire mortgage loan over a period of approximately 14 years.

At year's end, the department was servicing 1,791 mortgages, with a principal value of \$29,103,723. Payments on both principal and interest were up to date on 97 percent of the mortgage portfolio.

In addition to the conventional mortgages, the department is servicing six FHA guaranteed mortgages for the NYC Employees' Retirement System and the Teachers' Retirement System, on large, garden-type developments in the Borough of Queens.

LEASING

The department leases substantial amounts of space in privately-owned buildings for City activities which cannot be housed in existing City-owned facilities. In many instances, it is more economical to lease privately-owned space rather than construct new buildings.

Leased space is procured for a variety of purposes, including offices, garages, and storage warehouses. The department finds the space, negotiates the rentals, determines the necessary alterations and installations, and obtains Board of Estimate approval. City agencies occupy 273 leased quarters, at an annual rental of over \$5,000,000.

TENANT RELOCATION

The relocation of tenants from sites acquired by the City for public improvements other than housing is the responsibility of the Department of Real Estate. Last year, 1,577 residential and 408 commercial tenants were relocated from such sites. At the end of 1959, there were 2,341 residential tenants and 412 commercial tenants on the sites of public improvements, distributed as follows:

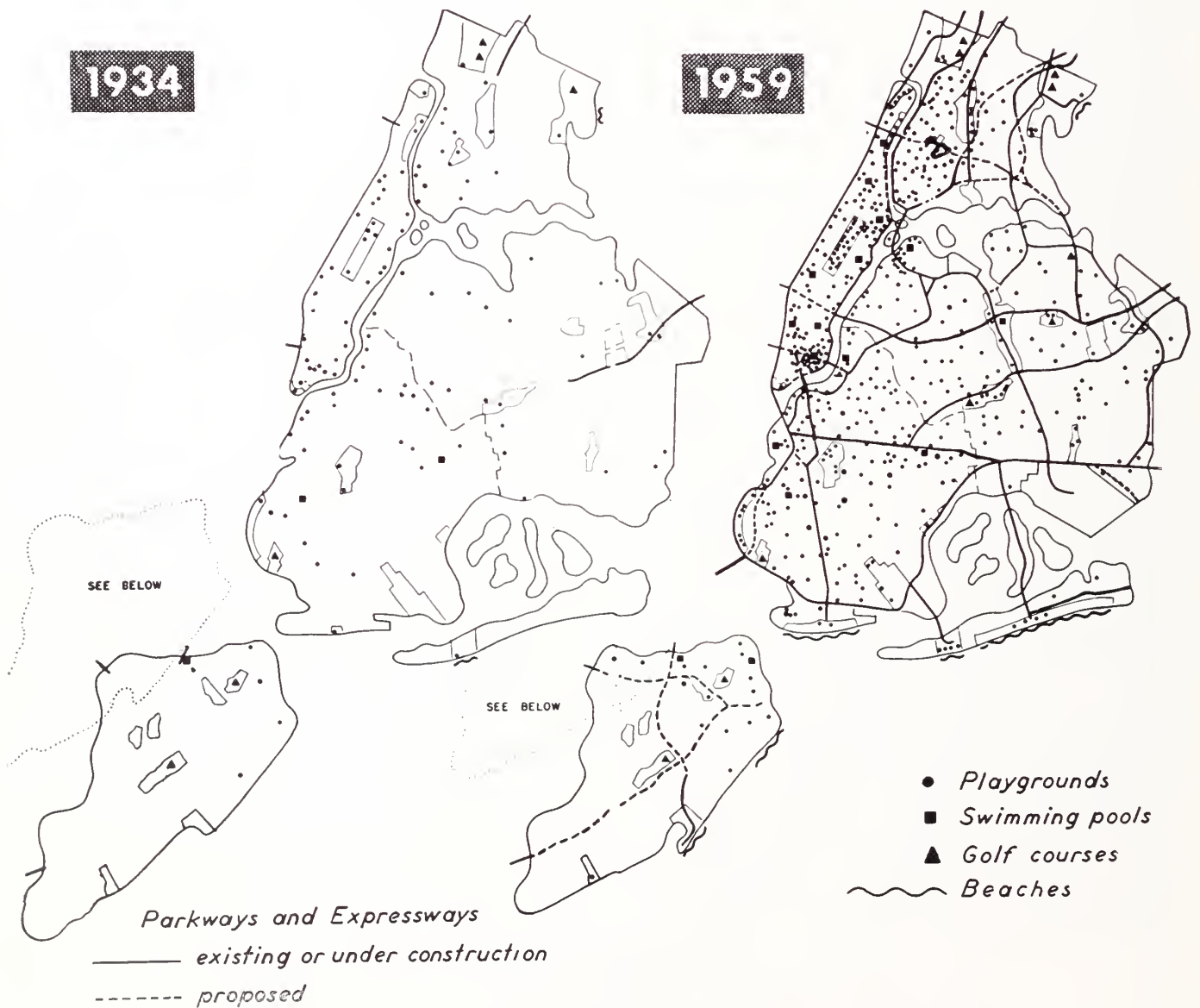
	Residential	Commercial
School Sites	1,357	108
Expressways	24	7
Other Public Improvements	960	297
	<u>2,341</u>	<u>412</u>

In addition, the department supervises the relocation of tenants from the sites of Title I slum clearance projects. The following table indicates for each Title I site the number of families on the site at the time of acquisition, the number relocated in 1959 and the number remaining to be relocated at year's end:

	Original No. of Tenants	Relocated in 1959	Remaining Tenants
Horlem	2,090	137	0
North Harlem	1,135	17	0
NYU-Bellevue	1,369	31	0
Washington Sq. S.E.	152	27	0
Lincoln Square	5,572	2,725	49
Seward Park	1,489	100	174
Park Row	413	188	0
Penn. Sta. South	2,613	1,098	1,515
Seaside—Rockaway	150	25	125
Hammels—Rockaway	1,300	53	1,247
Totals	<u>16,283</u>	<u>4,401</u>	<u>3,110</u>

In accordance with the recommendation of the Mayor's Special Adviser on Housing and Urban Renewal, I have appointed a Deputy Commissioner for Relocation in the Department of Real Estate.

Recreation Facilities Expand



In 1959, 25 new playgrounds were opened by the Department of Parks bringing the total to 777. The number of municipal recreational facilities has greatly increased since 1934 when the City's park system was unified, as seen here.

Department of Parks

THE FORCES of the Department of Parks were engaged on many fronts during the year in order to meet the growing and varied recreational needs of New York's 8,000,000 people, as well as the City's countless visitors. Highlights of the year included:

- Construction of 25 new playgrounds.
- Increase in boating facilities.
- Expansion of the concert and dance series.
- Rehabilitation of parks, museums, and zoos.

NEW PLAYGROUNDS

Provision of adequate outdoor neighborhood recreation areas has been a chief goal of the Department of Parks. Last year 25 new playgrounds were completed and opened, bringing the total number to 777. These playgrounds, which include 130 in schools and 64 in public housing projects, are open every day of the year. In many communities these are the only outdoor recreational facilities open to the public year-round.

NEW BOAT BASINS

Public interest in boating, particularly in small sailboats and small power boats, continued to accelerate last year. To meet the increasing demand for anchorages, a new boat basin was built at Great Kills Park on Staten Island. Construction included a launching monorail for small boats.

At Flushing Bay boat basin, capacity for small boats was increased through dredging and relocation of piers and floats. In addition, the entire boat dock was redecked and increased electric service was provided for the larger boats.

Boat basins are operated by the Department of Parks at 79th Street and the Hudson River, Manhattan; at Little Neck Bay and Flushing Bay, Queens; and at Canarsie Pier, Jamaica Bay, and Marine Park in Brooklyn. Boat basins are planned at Edgemere, Soundview, Inwood and Spring Creek Parks and at Randalls Island and Hoffman and Swinburne Islands.

CONCERT AND DANCE

More concerts, social dances and square dances were presented during the 1959 season than ever before in the history of outdoor entertainment in the City's parks. These popular programs are made possible by the cooperation and generosity of public-spirited civic and business groups and Local 802 of the American Federation of Musicians.

One of the most popular forms of entertainment for young children is the Department of Parks Marionette Theatre which gives hundreds of performances of puppet shows in the five boroughs. More than 350,000 children and their guardians saw these performances last year. The Park Puppeteers make two tours annually, playing in public and parochial schools, settlement houses and recre-

ation centers during the fall and winter months, and out-of-doors in parks during the spring and summer season.

REHABILITATION AND NEW CONSTRUCTION

Advancing age of numerous park facilities and structures has forced expansion of rehabilitation activities by the department. Last year Central Park, long in need of a complete face-lifting, underwent the first stage of a planned restoration. New lighting, repaved walks, and additional benches, plus extensive turf restoration, shrub and tree planting have given the south end of the park a completely new look.

At Prospect Park, replanting was completed of the landscaped areas in the Grand Army Plaza, and in the northwest corner adjacent to the Vale of Cashmere. In addition, the entire vehicular roadway of the Grand Army Plaza was repaved. At year's end a large section of East Drive in Prospect Park was undergoing curb realignment and resurfacing.

Parking fields at Split Rock and Mosholu Golf Courses were fully paved with bituminous surfacing, thus eliminating the mudhole nuisances for the City golfer using these facilities.

At the Flushing Amphitheatre, rehabilitation work was completed on the revolving stage, paving of the backstage area, plumbing, refurbishing and replacement of disintegrated electrical outlets.

New recreational facilities for the Golden Age groups were completed at Roosevelt Playground in downtown Manhattan, and in Westchester Square in the Bronx through conversion of the former Owen Dolen Library on the site.

Marked interest in little league baseball resulted in the construction of 18 little league baseball diamonds throughout the park system.

MUSEUMS AND ZOOS RESTORED

As part of a long-range modernization project for the Metropolitan Museum of Art, new roofs were constructed in 1959 on Wings E and L and

a new storage building for inflammable materials was completed. The Metropolitan is, with its branch, the Cloisters in Fort Tryon Park, the largest institution of its kind in the United States. The complete restoration project includes a new central service building, a reconstructed library, improved electrical service, temperature control in the main art galleries, and expansion and modernization of the Costume Institute.

At the Brooklyn Museum, the second stage of an extensive reconstruction schedule was nearing completion. Work underway includes installation of new elevators, new stairways, a fire tower, and new receiving and shipping facilities.

At the American Museum of Natural History, modernization and improvement of buildings and equipment continued throughout the year. Reconstruction of the auditorium and conversion of the electrical system were completed at year's end.

Brooklyn Botanic Garden was improved by construction of a new copper roof on the Administration Building, repaving of walks, and reconstruction of the Overlook and Osborne Memorial sections.

SHAKESPEARE IN THE PARKS

After initial difficulties had been overcome, New Yorkers were able once again last year to see performances of William Shakespeare's plays in Central Park. Heavy attendance by the public in the Belvedere Towers area of the park, where the plays had been presented since 1957, had caused soil erosion and other park damage. Delay in reaching agreement on financing needed repairs caused curtailment of the regular season's repertory. A single play, "Julius Caesar" was presented free to the public, from August 3rd to 22nd.

In order to avoid these difficulties in the future, I have formed the Mayor's Committee for Free Shakespeare to develop plans for placing these programs on a sound and permanent basis. The Committee's first task is to raise, by public subscription, the sum of \$110,000 needed to underwrite next season's presentations of "King Henry V", "Measure for Measure", and "The Taming of the Shrew".

HEALTH, WELFARE and REHABILITATION

Department of Health
Department of Hospitals
Department of Welfare
Youth Services
Community Mental Health Board

Health Department

THREE important actions in the field of public health were taken by New York City last year:

- A new Health Code was enacted by the Board of Health;
- The first municipal grants for research work in cancer, narcotics addiction, heart disease, and other health problems were made to local medical schools;
- Measures were initiated for control of radiologic health hazards other than fallout.

NEW HEALTH CODE

A new Health Code for New York City was enacted by the Board of Health in March 1959 and became effective October 1, 1959. The community now has a new body of health laws, revised and modernized to meet present day public health needs. The old Sanitary Code was last revised in 1914. The new code was in preparation for three and a half years.

The new code, besides eliminating or revising out-dated provisions, includes many new ones to deal with current hazards. It provides for regulation of radioactive materials, x-ray machines and chemical food additives. The code also greatly simplifies procedures for Health Department enforcement of regulations.

RESEARCH

In 1958, the New York City Health Research Council was established in a pioneering move to administer a municipally-supported program in medical and health research. Its purpose is to enable scientists in local medical schools, hospitals, universities, research institutions, and City departments to perform research on a wide range of health and medical problems. Late last year, this Council awarded grants to local medical schools for work on projects to be conducted in five of our municipal hospitals. In addition, newly created "New York City Investigatorships" were awarded to six young university scientists who will do their research work in municipal hospitals.

The grants to the medical schools will support research in cancer, infectious diseases, narcotics addiction, disorders of metabolism and diseases of the cardiovascular system, the central nervous system and the pulmonary system.

Funds granted to the medical schools totaled \$213,228; grants for the Investigatorships amounted to \$49,940 for the first year, with expectations that they will be extended for five years. These funds have all been provided by action of the Board of Estimate.

In addition to making millions of diagnostic and sanitary control examinations on hundreds



Among the activities at district health centers throughout the City in 1959 was a campaign to detect glaucoma before serious symptoms of this eye disease appear. A Health Department specialist is shown examining a patient at the Astoria District Health Center in Queens.

of thousands of specimens and manufacturing diagnostic reagents, the department's own laboratories last year engaged in many important research projects.

It has long been known that mothers who develop German measles, a virus disease, in the first three months of their pregnancy, may deliver a defective child. The question arises: "What about other infections during pregnancy?" To help find answers, the department's medical researchers are studying the causes of damage and death to the fetus during the development period. In addition, blood specimens are being taken from a large number of women in pre-natal clinics to determine whether they may have had some mild infection during pregnancy.

The virus diagnostic laboratory has increased

and improved its facilities to serve the physician, health officer and research worker in making prompt and accurate diagnosis of virus diseases. Last year when an outbreak of encephalitis occurred in certain parts of New Jersey, the virus laboratory established that New York City was free of the virus causing that epidemic.

Research was also carried on in enzymes, in an effort to develop a test of spinal fluid as a means of differentiating between non-bacterial meningitis and brain tumor. Enzymes occur in normal quantities in meningitis but are increased above normal in patients with brain tumors.

Other research projects last year included work on aspects of lead poisoning, tuberculosis, staphylococcus infection and the effectiveness of certain antibodies in controlling various bacteria.

CANCER

Many of the methods currently available to medicine for cancer case-finding are too tedious, time consuming and costly to be of practical use for mass screening. The examination of cells discharged from an organ in which cancer may be present can frequently be done in a few minutes.

The widespread use of the cell examination techniques is however hampered by a scarcity of trained technicians. Therefore, the department has, since 1955, conducted an educational course for training specialists to do such work.

Special attention was given, during 1959, to applying such tests for cervical cancer, cancer of the lung and the upper gastrointestinal tract. On lung cancer, a cooperative project was carried out with Kings County Hospital in which sputa and bronchial washings were studied. Similar studies of cell material secured by new abrasion techniques have been performed in conjunction with six hospital and clinical groups. The aim was to identify malignant and pre-malignant changes in the gastrointestinal tract.

In addition to these special studies, three Cancer Prevention-Detection Centers operated by the department have also furnished case study material for cervical cancer.

The Centers perform physical and laboratory examinations which emphasize detection of cancer in apparently healthy females over 30 and males over 35. Last year, 4,506 patient workups were started, compared to 4,406 in 1958.

34 cases of previously unsuspected cancers were found, slightly less than one percent of those examined. In addition pre-malignant lesions were found in 72 other patients. A high incidence of non-cancerous conditions was found, including heart diseases, diabetes and tuberculosis. Fewer than one third of those examined were found to be free of disease requiring medical attention.

RADIATION CONTROL

The Office of Radiation Control was set up to protect the public against excessive radiation from x-ray machines and radioactive materials.

Under the Health Code, hospitals, physicians, dentists and others who have x-ray and radiologic equipment are required to register this equipment with the Department of Health. At year's end more than 12,000 such installations had been registered

and efforts were being pressed to get all remaining unregistered medical and dental x-ray installations on the department's rolls.

Basic to the work of controlling radiologic hazards is inspection. Hospitals were inspected first. More than 3,000 different machines were checked. Violation of safety requirements or poor safety practices were found at most of those installations. This has meant a heavy reinspection schedule. The reinspection has shown that the violations and poor practices found initially have been almost universally corrected.

Having finished hospital installations, the control unit has now begun inspection of all radiation equipment that is more than 20 years old. Such equipment is likely to lack the safety features built into modern equipment.

Operators of machines are helped by being shown how to operate with a minimum risk. Simple



The number of cases of poliomyelitis in New York City last year was less than a fourth of the average number of cases which occurred in the "pre-Salk vaccine" years, 1947-1956. During the year, the Health Department continued offering the public free polio vaccinations. Mobile units toured the City in 1959 as a special service to those desiring polio shots. The unit shown here is at Amsterdam Avenue and 73rd Street in Manhattan.



Two years ago the Health Department initiated a research project at the Kips Bay Health Center in Manhattan to study the relationship of diet to heart disease. Coronary heart disease causes the death of 400,000 Americans each year. The project, known as the Anti-Coronary Club, is being financed by City and private funds and was in full progress in 1959. Its members are volunteers who assist in the research by observing the rules of diet that the Health Department experts believe best for preventing heart disease. A volunteer is shown being examined for excessive fat.

safety devices have been placed on hundreds of x-ray machines as a result of the unit's recommendations.

POLIOMYELITIS

In New York City, as in the nation, there were more cases of poliomyelitis in 1959 than in 1958. However, the number of cases which occurred here last year was less than a fourth of the average number of cases which occurred in the City in the "pre-Salk vaccine" years, 1947-56.

There were 170 polio cases and 22 deaths last year. Of the total cases, 144 were paralytic and 26 non-paralytic. This compares with 100 cases and four deaths in 1958. In 1958, 82 of the cases were paralytic; 14 non-paralytic. In the five pre-Salk years, there was an average of 792 cases each year: 520 paralytic, 272 non-paralytic, and 38 deaths.

During the year the Salk immunization program was pushed vigorously. In addition to the routine immunizations in Child Health Stations, and of children newly admitted to schools, special clinics were held in Health Centers and vaccine was dis-

tributed to a number of outside clinics. During August, September and part of October, two mobile vaccination clinics operated in buses furnished by the Office of Civil Defense. Approximately 62,000 injections were given in these buses, and approximately 210,000 injections were given in Child Health Stations to registered children and members of their families.

TB DECLINES

Tuberculosis is no longer one of the ten leading causes of death in New York City. In 1959, for the first time in the City's history fewer than 10,000 persons were listed on the register of TB cases maintained by the Department of Health.

Sixty years ago, TB was first among the causes of death in New York City, with a death rate of 280 per 100,000 of the City's population. The death rate last year was less than 10 per 100,000. New cases of the disease reported last year amounted to 4,924 compared to 5,482 in 1958.

Favorable results continued to be achieved

through drug treatment of unhospitalized tuberculosis patients and arrested cases in the department's tuberculosis clinics. There were 5,716 active and arrested cases under treatment in these clinics last year.

Despite these significant decreases, tuberculosis still remains a serious and socially costly communicable disease problem. As TB goes down, case finding work has been shifted from mass x-ray drives to concentration on special groups or particular areas where incidence of the disease is still comparatively high.

In the spring of 1959, 52,000 persons were x-rayed in East Harlem. Fifty active cases were found. In addition, 33 cases of chest cancer were detected. All those coming to the Department of Welfare Men's Shelter were x-rayed; 91 cases were found.

Forty hospitals, 17 municipal and 23 voluntary institutions, x-ray all persons newly admitted for treatment of any kind. Last year 299,389 hospital patients were x-rayed and "probably active" tuberculosis was found in 1,663 of them. Suspected neoplasms were also found in 812 of all those x-rayed.

Volunteer members of the Health Department's Anti-Coronary Club get a monthly examination to determine progress in losing weight and lowering the amount of cholesterol in the blood. Cholesterol is a fatty substance found in the blood and tissues. Many doctors believe that a high level of cholesterol in the blood is dangerous. Since the amount of cholesterol in a person's system is affected by the amount and kinds of fats he eats, Health Department doctors have devised a special diet for Club members. A member is shown here getting a periodic examination.



PLASTIC BAGS

Early last summer, a number of children suffocated while playing with plastic bags of the type used for covering clothes delivered to customers by laundries and dry cleaners. The Board of Health amended the Health Code to require that such plastic bags bear a label warning of their potential

danger when in the hands of babies and children. Two million copies of a warning leaflet were distributed through the City's school system, health centers, and child health stations. Since the educational campaign and placing of warnings on bags, no deaths have been reported. This was an example of speedy and effective action against a new and hitherto unsuspected danger.

Department of Hospitals

THE MAGNITUDE of the service rendered the people of our community by the City's hospitals may be perceived from bare statistics. In 1959—

- 272,558 patients were given 6,767,335 days of care and treatment;
- 22,000 patients were served in their homes for a total of 793,656 patient-days;
- 2,610,570 treatments were given in the out-patient clinics of the municipal hospitals;
- 399,555 trips were made by the department's emergency ambulance service;
- 35,091 babies were born in municipal hospitals—more than one-fifth of the 168,138 births which occurred in the City.

Caring for these hundreds of thousands of persons required planning, preparing and serving 27,000,000 meals; collecting, washing, ironing and delivering almost 40,000,000 pounds of laundry and meticulously exact handling and compounding of 6,172,831 prescriptions and drug orders.

REHABILITATION

One of the outstanding contributions of the department is in its rehabilitation work, carried on in nine rehabilitation centers and seven public home infirmaries. It is the largest such service of any municipality in the nation. The rehabilitation centers serve those patients who are less seriously crippled and disabled and can therefore be helped and trained toward ultimate return to their families and the community. The infirmaries give

medical and shelter care to aged, chronically ill and disabled persons who have least chance to recover and return to the community. For these patients rehabilitation efforts are aimed at getting the patients out of bed for part of the day and re-training them to take care of their simplest normal needs such as washing and feeding themselves. A few may be trained to be fully self-reliant.

A new infirmary was opened in Coney Island Hospital in September. There are 1,947 beds in the seven infirmaries.

The nine in-patient rehabilitation centers have 1,126 beds. In addition to serving those occupying beds in centers their staffs also help patients in other sections of the hospitals. Last year a total of 14,200 patients were given help and treatment. The crippling and disabling condition of these patients may have been caused by either disease or accident. The centers also train doctors and other medical workers in the techniques and methods of rehabilitation.

RESEARCH

Several hundred research projects were being carried forward in the 28 institutions of the municipal hospital system last year. These were conducted under the direction of the medical schools affiliated with various hospitals or medical boards, some in cooperation with the Department of Health and the New York City Health Research Council.

Work to expand our knowledge of the causes and treatment of cancer went on in a number of

institutions. At Harlem Hospital studies included efforts to learn about the possible effect of diet in the treatment of advanced cancer cases. At James Ewing Hospital research in causation and treatment of cancer was conducted in cooperation with Sloan-Kettering Institute.

In Bird S. Coler Hospital, the medical service continued to investigate numerous problems of the process of aging and the rehabilitation service pushed forward its research work in that field. At Coney Island Hospital 18 separate projects were underway last year, including efforts to evaluate certain substances in the treatment of chronic ulcers and an investigation of "bone gluing" properties of a new plastic substance. At Bellevue studies included methods of rehabilitation for victims of stroke and, in the pediatric wards, research on the effectiveness of a new anti-polio vaccine.

Studies in other institutions ranged from work on the common cold to testing new drugs for treatment of arthritis.

MEDICAL AID FOR DRUG ADDICTS

The growing rate of narcotics addiction in recent years has led to an increasing conviction that it is largely a medical disorder and should be treated as a public health problem. Since 1952, the department has provided medical care and treatment for juvenile drug addicts at Riverside Hospital on North Brother Island; last year, with the endorsement of the Board of Hospitals, medical care was made available to adult drug addicts.

The first step in the adult program was taken in January 1959; any adult narcotics addict, resident in New York City, can apply voluntarily to Magistrates' Court for referral to the department. The applicant is then sent to a mental hygiene clinic in a municipal hospital for evaluation and treatment. Ten such mental hygiene clinics have been provided—three in Manhattan, three in Brooklyn, two in Queens and two in the Bronx. In 1959, approximately 500 referrals were made.

The second step was the establishment at Metropolitan Hospital, in November, of an in-patient service for adult drug addicts. This service is housed in a specially renovated and equipped ward of 25 beds, with a carefully trained nursing staff, social workers, and psychologists. It is supervised by psychiatrists and medical specialists.

In addition to medical and psychiatric treat-

ment, patients receive professional aid in making necessary social and economic adjustments. Members of the patients' families are instructed in methods of assisting rehabilitation. Medical supervision of the adult drug addict service is done in affiliation with the New York Medical College.

At year's end plans were underway to establish a second in-patient service at a general hospital, without emphasis on psychiatric treatment. Besides providing additional facilities for treatment of drug addiction, it will make possible a comparison of the relative effectiveness of medical and psycho-therapeutic methods of treatment.

PSYCHIATRIC SERVICES

At Bellevue Hospital, the amount of medical care afforded to psychiatric patients was greatly increased by assigning fourth year medical stu-



The rehabilitation work of the Department of Hospitals is carried on in nine centers and seven public home infirmaries. It is the largest such service of any municipality in the nation. The centers serve those patients who are less seriously crippled and disabled and can, therefore, be trained toward ultimate return to their families. The rehabilitation training includes activities encountered in normal living conditions.

dents, and by rotating additional internes and resident physicians to the psychiatric wards. The open-door policy was extended to two more wards; 60 percent of the wards now use the plan. The open-door policy places a minimum of restrictions on psychiatric patients moving about within the institution. This has been found highly effective in reducing tensions among the patients.

A new recreational service was begun for psychiatric patients at Bronx Municipal Hospital, with field trips as part of the program. Arrange-

ments have been made for psychiatric ward and clinic patients to attend summer camps.

The psychiatric in-patient service at City Hospital in Elmhurst, which was opened in 1958 with a 24-bed capacity, was expanded to a complement of 83 beds. About 125 patients a week are seen in the mental hygiene clinic of this hospital. Electric shock therapy is now available to out-patients as well as to those in the wards. Recently, group therapy treatment was extended to include clinic patients.

Department of Welfare

THROUGH THE Department of Welfare our community discharges its social responsibilities for helping those of our people who, if they did not get public assistance, would suffer burdens of hardship and deprivation.

In 1959 the number of families and individuals receiving assistance through the Department of Welfare declined but, because of rising costs, Welfare Department expenditures rose. At the end of 1959 there were 159,395 cases involving 352,674 persons on the department's rolls. This compares with 169,375 cases and 368,907 persons at the end of 1958, a drop of 5.89 percent in cases and 4.40 percent in persons.

Welfare costs for 1959 were \$311,237,000, an increase of 3.4 percent over the \$300,935,000 spent in 1958.

Rising living costs forced larger grants to families on the welfare rolls, and general cost rises made it necessary to increase payments to institutions and foster homes for children, the sick and the aged. These hard facts account for the increase in expenditures in the face of a reduced caseload. Increased employment in 1959, as compared with the 1957-58 recession period, largely accounts for the drop in the caseload.

HOUSING

One of the tasks of the Welfare Department is to help persons receiving welfare assistance to find homes. Finding suitable locations for large families, the aged and infirm, and those in need of emergency shelter, is often difficult. More than 8,000 urgent requests for immediate rehousing were met by the department during the year.

EMPLOYMENT ASSISTANCE

Whenever possible, the Department of Welfare helps clients to become self-supporting. During the year approximately 11,000 jobs were found for recipients of public assistance. In the preceding year jobs had been found for 9,800 relief clients.

The Rehabilitation Program of the department trains handicapped persons to work and finds jobs for them. During the year 707 handicapped persons were placed in jobs. This enabled many to become self-supporting, some for the first time in their lives.

SERVICE TO THE AGED

Planned for the needs of our older people are Day Centers providing recreational, cultural, edu-

cational and social activities. These centers are used not only by those on the welfare rolls but by the aged generally. The department co-sponsors 25 centers in conjunction with private and public agencies. There are about 9,000 members in the several centers with an average daily attendance of 2,300.

Foster homes for older people permit them to remain in their own communities among friends and neighbors. At year's end, 619 aged persons were living under foster care arrangements made by the department.

HOMEMAKER SERVICES

The aged and handicapped receive help from the department's homemaker services to allow them to remain in their own homes instead of going into institutions. This service is also offered to families where the mother is ill, or otherwise incapacitated, in order to keep the family together until the mother is able to take over once again.

During the year 264 aged persons and 662 families with 3,151 children received homemaker services.

REORGANIZING MEDICAL SERVICES

Approximately \$6,500,000 of the Welfare Department budget is spent on various forms of medical care and services. In addition, there are much larger expenditures for the hospital and nursing home care of persons on the welfare rolls.

A reorganization of the medical care work of the department was pushed forward in 1959. The aim was to improve the quality and efficiency of care given client-patients.

In November 1958, at the request of the Welfare Department, the Interdepartmental Health Council set up a task force, headed by a deputy commissioner of the Department of Health, to study, report on, and make recommendations on all medical and health services given welfare clients.

The Health Department deputy commissioner was named acting medical welfare administrator of the Department of Welfare on a part-time basis at no increase in salary. As rapidly as the task force made recommendations these were put into effect. During 1959, the reorganization of the medical-welfare project went forward on lines recommended by the task force. Changes in the administrative

handling of records resulted in improved service to client-patients and speeded State reimbursement for certain expenditures. More exact classification of disabled patients enabled the department to get Federal reimbursement for their care. District health officers of the Department of Health are now working closely with the welfare centers to supervise and improve the care given patients.

GUARDING AGAINST FRAUD

Part of the task of the Bureau of Resources and Legal Services of the Welfare Department is to protect the City against fraud by those who receive



The Welfare Department provides a number of services to meet special family needs for children. In 1959, the Bureau of Child Welfare cared for approximately 17,900 children. Among the Bureau's activities is the Homemaker Service for families with children where the mother is ill or incapacitated. Rather than have the children institutionalized during this period, the Bureau provides trained personnel to maintain the home during the mother's absence. Last year, 662 requests for such service were handled.

Cases and Persons Receiving Public Aid — December, 1958 and 1959

	December 1958		December 1959		Net Change		Percentage	
	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons
HOME RELIEF Cash grants and care to persons without means of support ineligible for any other type of assistance.	18,287	53,913	16,155	48,726	-2,132	-5,187	-11.66	-9.62
VETERAN ASSISTANCE Cash grants and care to war veterans, dependents and survivors who are without means of support.	2,556	11,033	2,100	9,389	-456	-1,644	-17.84	-14.90
OLD AGE ASSISTANCE Cash grants and care to persons over 65, who have no means of support.	44,028	44,028	41,582	41,582	-2,446	-2,446	-5.56	-5.56
BLIND ASSISTANCE Cash grants and care to blind persons without means of support.	2,639	2,639	2,483	2,483	-156	-156	-5.91	-5.91
AID TO DEPENDENT CHILDREN Cash grants and care to parents or relatives to maintain homes for children under 18 where financial help is needed.	49,136	194,832	46,593	189,881	-2,543	-4,951	-5.18	-2.54
AID TO THE DISABLED Cash grants and care to persons found to be totally, permanently disabled and without means of support.	26,596	26,596	24,608	24,608	-1,988	-1,988	-7.47	-7.47
SHELTER CARE Shelter care for homeless persons in municipal shelters. Also provides for lodgings at commercial shelters.	7,743	7,743	7,202	7,202	-541	-541	-6.99	-6.99
FOSTER CARE Provides for care and treatment of dependent and neglected children in institutions or in private homes, and for other services such as maternity shelter care.	11,013	19,089	11,054	19,475	+41	+386	+0.37	+2.02
DAY CARE Allocates New York City funds to day care centers operated by non-profit agencies and community groups in accordance with standards set by the Department of Welfare.	4,249	5,906	4,383	6,093	+134	+187	+3.15	+3.17
PUBLIC HOME INFIRMARY CARE Provides for maintenance, medical treatment and nursing services in the public home infirmary sections of hospitals for indigent adults.	1,659	1,659	1,671	1,671	+12	+12	+0.72	+0.72
HOSPITALIZATION Hospital care furnished by the Department of Welfare to persons who are recipients of public assistance at the time of hospitalization.	1,469	1,469	1,564	1,564	+95	+95	+6.47	+6.47
ALL PROGRAMS:	169,375	368,907	159,395	352,674	-9,980	-16,233	-5.89	-4.40

relief, to recover money wrongfully obtained, and to locate deserting husbands and fathers and compel them to support their families.

In 1959, \$645,755 in relief payments was recovered through investigation and court action; 395

criminal prosecutions were completed and 334 convictions obtained. The prosecutions included those begun by district attorneys, but in a majority of the cases the fraud was discovered and investigation completed by the Welfare Department.

Expenditures for Public Aid — January-December, 1959

Department of Welfare Budget	Total	City	State	Federal
Public Assistance				
Home Relief	\$ 21,664,853	\$ 10,693,907	\$ 10,970,946	\$ —
Veteran Assistance	3,361,985	1,661,546	1,700,439	—
Old Age Assistance	44,029,158	11,036,229	11,479,041	21,513,888
Blind Assistance	2,902,264	801,107	823,012	1,278,145
Aid to Dependent Children	88,941,466	21,382,524	21,729,337	45,829,605
Aid to the Disabled	24,989,857	6,185,432	6,385,527	12,418,898
Salaries and Other Administrative Expenses	36,320,983	11,600,825	10,754,061	13,966,097
Total Public Assistance	\$222,210,566	\$ 63,361,570	\$ 63,842,363	\$95,006,633
Other Programs				
Day Care	\$ 5,066,442	\$ 5,066,442	\$ —	\$ —
Foster Care of Children in Institutions and Private Homes*	9,414,220	4,673,527	4,732,423	8,270
Shelter Care	2,340,410	1,171,332	1,169,078	—
School Lunches	6,531,554	3,289,586	3,241,968	—
Misc. Welfare Programs**	344,026	331,019	13,007	—
Total Other Programs	\$ 23,696,652	\$ 14,531,906	\$ 9,156,476	\$ 8,270
Total Department of Welfare Budget	\$245,907,218	\$ 77,893,476	\$ 72,998,839	\$95,014,903
Public and Private Hospital Care, Public Home Infirmary Care (April 1-Dec. 31), Custodial Care, State Charges	\$ 32,844,052	\$ 14,837,217	\$ 16,613,053	\$ 1,393,782
Charitable Institutions Budget — Institutional and Foster Care of Children***	\$ 32,485,567	\$ 15,746,421	\$ 16,739,146	—
Grand Total	\$311,236,837	\$108,477,114	\$106,351,038	\$96,408,685

* Institutional and foster home care for dependent and neglected children administered by the Department of Welfare with a Department of Welfare appropriation.

** Includes payments to outside districts for New York City residents, Bureau of Alcoholic Therapy, and the Emergency Welfare Division.

*** Institutional and foster home care for dependent, neglected and delinquent children administered by the Bureau of Child Welfare of the Department of Welfare. The appropriation is made to the City Comptroller.

Youth Services

PINPOINTING those neighborhoods having a high incidence of juvenile delinquency, and then focussing resources and services on those areas, was a major effort of the New York City Youth Board during 1959.

A study made by the Youth Board's Department of Research revealed that neighborhoods beset by delinquency all suffered from high infant mortality, high venereal disease rates, overcrowded and deteriorated housing, and mental illness. These neighborhoods also had a high proportion of public assistance cases.

To make possible a concentration of Board services in these areas the Youth Board shifted a large portion of its staff from the central office to the five boroughs.

TEEN-AGE GANGS

Progress was made in coping with the problem of teen-age gangs. The Youth Board's Street Club Project last year worked directly with 90 gangs and indirectly with an additional 25. More than 5,000 gang members received full-time services



Wholesome activities for youngsters were provided during the year by the New York City Youth Board. In cooperation with the American Federation of Musicians, 98 dances were held for young people, mostly during the summer months when idle time among our youth is greatest. Such activities eliminate the boredom that contributes to delinquency.

from the Street Club Project while another 1,000 were helped on a part-time basis. The aim of this work is to direct the interests of gang members toward worthwhile activities.

To help bring this about, the young people in the gangs served are assisted with their health, recreational, vocational, family and personal problems.

These services are centered in meeting rooms where members of rival groups can come together under adult supervision. There are now four of these meeting rooms in the highest delinquency areas of three boroughs.

This year, the Street Club Project extended its work to girls who have joined anti-social groups.

As a beginning, an experienced woman was assigned the task of developing a plan for this work.

SUMMER EMERGENCY

During the summer months, the Street Club Project met a number of emergency situations. Following a serious outbreak of gang warfare in the Park West area of Manhattan's West Side, a street club project was instrumental in quelling a potentially dangerous situation. Speedy action was likewise taken by the project in response to explosive situations in the Chelsea-Clinton and Lower East Side areas.

HELPING YOUNG PEOPLE GET JOBS

The Youth Board sponsors vocational guidance projects. During 1959, a total of 1,846 young people were helped with job counseling, guidance and placement. Placing the delinquent or potentially delinquent youth in a job will very often develop in the youngster a sense of usefulness and achievement.

The services of three independent vocational agencies have been retained to assist in this work. Intensive work in this field was done in two high-delinquency Bronx areas. A report, issued in 1959, on two years of work with this "problem clientele" indicated that a high percentage of the group got substantial benefit from the project. One feature of the work is that it tries to help teenagers who have few, if any, skills and who are indifferent about getting jobs.

In Brooklyn a Teens-In-Industry project set up by the Central Brooklyn Coordinating Council for Youth went into its second year. The advisory committee for Teens-In-Industry includes leaders from labor, management, the professions and the community. Last year 20 small firms were willing to take a teen-age worker for twenty hours a week and pay the young worker \$10 a week. This was supplemented by \$10 a week raised by the project committee. Last year 54 teen-agers were placed in summer jobs. So far the program has operated only in the Bedford-Stuyvesant district. The committee plans to expand to other Brooklyn areas this year. This earnest effort, although small, is a promising example of what can and should be done throughout the City, by cooperation of industry, labor and government.

COOPERATIVE COMMUNITY ACTION

In the St. Mary's section of the Bronx, a cooperative project of the Youth Board and the College of the City of New York was inaugurated last September, with the objective of organizing community activities to assist youngsters in the neighborhood. Financing is shared by the City of New York and the Taconic Foundation.

A representative neighborhood council has been set up. Referrals to the Community Action Project—CAP—come from churches, social agencies, and schools. Youngsters from nine years of age up have come to CAP for help in forming clubs. This initiates the boys in sociable groups far more desirable than street gangs. Individuals and families have been given counseling, guidance and referrals to public and private agencies for additional help.

CAP works with South Bronx Community Council, Play Schools Association, Commonwealth of Puerto Rico (New York Division of Education), Board of Education, St. Mary's Recreation Center, Departments of Buildings, Health, Police, the Youth Board, Milbrook Civic Association, Young Men's Philanthropic League and others.

Two special projects have been initiated by CAP. One is a block survey intended to analyze housing conditions. The other is a neighborhood register of troubled youths and their families.

CAP has a major goal: to render or secure any available service in order to help, protect, guide, and salvage young persons in the neighborhood.

DOMESTIC RELATIONS COURT

The number of new cases of allegedly delinquent children appearing in the Children's Division of the Domestic Relations Court, including those in the School Part, was less in 1959 than for the previous year. This marked the first decrease in what had been a rising figure for several years. Brooklyn was the only borough with a higher total for the past year than for 1958.

For the City as a whole 12,594 cases came before the Court as compared to 13,245 in 1958. The statistics for the individual boroughs are as follows:

	1959	1958	Change
Bronx	2,081	2,302	—221
Brooklyn	5,060	4,923	+137
Manhattan	3,241	3,353	—112
Queens	1,868	2,250	—382
Staten Island	344	417	—73
Total: New York City	12,594	13,245	—651

LEISURE TIME ACTIVITY

To eliminate the boredom that contributes to delinquency, the Youth Board works with other public and private groups in providing wholesome activities for youngsters. As in 1958, the American Federation of Musicians, Local 802, again cooperated with the Board. As a result, 98 dances were held which were attended by 27,500 teen-agers. Most of these were given during the summer months when idle time among our youth is greatest.

The New York City Transit Authority shared in a plan with the Youth Board to allow thousands of children to ride without cost to the beaches, parks, recreational areas and points of interest within the City.

PARKS

The Department of Parks provides recreational activities in parks and playgrounds to meet community needs. Contests and tournaments are held throughout the year.

Child care agencies use the parks for recreation. The Board of Education, Police Athletic League, day-camp groups and other agencies for boys and girls use park resources extensively.

THE BOARD OF EDUCATION

The Bureau of Child Guidance, a unit of the Board of Education, is a State-accredited mental hygiene clinic which diagnoses and treats children referred by the schools because of problems of personality adjustment, behavior or learning incapacity. The Bureau increased its caseload by eight percent in 1959, handling a total of 18,344 cases.

Staff was added for an early identification and prevention project. The aim is to find cases of maladjustment in the early stages and give preventive service.

EVALUATION PROJECT

In order to determine the effectiveness of the City's total effort—private and public—in dealing with youth problems, a Juvenile Delinquency Evaluation Project was established in 1956. The project, directed by Dr. Robert MacIver and staffed by expert sociologists, psychologists and social workers, has analyzed and made recommendations for improvements in many areas of youth work.

During 1959 the Juvenile Delinquency Evaluation Project issued a report embodying the results

of its survey of the several probation services in the City's courts. The report recommended unification of all probation services in a City Probation Department.

At year's end, draft reports were in preparation dealing with the organization of the City's all-day neighborhood schools, services of the Children's Court and an evaluation of correctional institutions for adolescent male offenders.

DEPENDENT AND NEGLECTED CHILDREN

The Bureau of Child Welfare in the Department of Welfare is responsible for the care of children whose home environment is deemed to be undesirable. Before acting to remove a child from his home, every possible effort is made to improve the home situation. Failing in this, the children are placed in foster homes or shelters. Work continues with the family in the hope that the children may be returned to their own homes as quickly as possible.

At the close of 1959, 17,900 children were charges of the Bureau of Child Welfare. This is an increase of 350 over the previous year. During the year foster care placement was arranged for nearly 4,300 children.

Over \$5,000,000 was paid by the City to non-profit day care centers providing care to children of working mothers. More than \$40,000,000 was



Preventive and rehabilitative services for 9,000 older persons were provided in 1959 by the Welfare Department. In 25 Day Centers throughout the City various activities were provided to meet the members' varied interests. One of the favorite pastimes in these Centers was jewelry making.

paid for care of children in institutions and private homes. This expenditure was shared by the City and the State.

Community Mental Health Board

THE CLOSE of 1959 marked the completion of five years of service by the New York City Community Mental Health Board. The agency was created in conformity with terms of the New York State Community Mental Health Services Act of 1954. Under the Act, New York State provides funds to match expenditures by the City for mental health services. The State's maximum contribution is limited to one dollar per capita of the City's population.

Services provided through Community Mental Health Board funds are for two categories of pa-

tients: those who must be cared for in hospital facilities and, where recovery is made, helped to adjust in the community; and those who can be aided to achieve improved social functioning by periodic treatment at out-patient clinics. Funds for these services are granted to both public and private agencies.

FUNDS FOR SERVICES

Eighty-eight percent of all patients on the rolls of psychiatric clinics here last year, were in munic-

ipal clinics or in voluntary clinics under contract with the Community Mental Health Board.

For the 1959-1960 fiscal year a total of \$17,368,182 was appropriated for the operation of both in-patient and out-patient services rendered by six municipal agencies:

Department of Hospitals	\$14,015,162
Boord of Education	2,852,201
Department of Correction	145,000
Domestic Relotions Court	211,560
Mogistrotres' Court	60,984
Court of Speciol Sessions	83,275
Total	\$17,368,182

In the same period, \$2,684,112 was appropriated to continue support of psychiatric services rendered by voluntary agencies. These services include short-term in-patient care, diagnosis, treatment, rehabilitation and mental health consultation. Four hospitals and 47 out-patient clinics shared in these funds.

CITY-STATE COOPERATION

In an effort to assure higher standards of patient-care, representatives of the State Department of Mental Hygiene and the Community Mental

Health Board met during the year. Chief aims were to increase the amount of treatment given in local hospitals; effect more prompt transfer of patients when care in a State hospital becomes necessary; and maintain continuity of patient-care in both local and State in-patient and out-patient facilities.

At year's end a manual of procedures for admission and transfer of mentally-ill and mentally retarded persons to State hospitals had been completed and was ready for distribution.

WORK WITH DEPARTMENT OF HOSPITALS

The Department of Hospitals last year received almost 81 percent of all public funds appropriated for mental health services. During 1959, increased space was made available for psychiatric services at the various municipal institutions. Methods of organizing and financing psychiatric services as part of the new narcotics treatment clinic at Metropolitan Hospital, were developed jointly. Improved procedures for statistical reporting of services and patient-load were devised and installed.

THE CLEANER CITY

Sanitation Department

Citizens Committee to Keep New York City Clean

Department of Air Pollution Control

Sanitation Department

THE ANNUAL "Big Sweep" drive has become one of the best publicized and popular civic campaigns in our City. New Yorkers are learning to enjoy the task of helping to keep our community neat and clean.

The "Big Sweep" drive, started in 1955, is operated jointly by the Sanitation Department and the independent Citizens Committee to Keep New York City Clean. Public support and active cooperation for community cleanliness are marshaled by the use of intensive public service advertising, educational effort, inspection and enforcement.

Each year's "Big Sweep" campaign has been concentrated on controlling some particular source of dirt and litter or on some single sanitation problem.

Continuing this approach last year, emphasis was put on sidewalk sweeping and the proper disposal of sweepings. The campaign was aimed at householders, building superintendents and merchants. Sanitation patrolmen made sidewalk inspections throughout the five boroughs and distributed educational leaflets and, where necessary, warnings to violators. After several weeks of widespread educational effort and warnings, enforcement began. Persistent violators were given summonses.

An important factor in the success of "Big Sweep" has been the extensive use of public service

advertising, obtained without cost by the Clean City Committee. In 1959 the Committee received from the various advertising media free space and time valued at \$1,257,000. Since its inception the Committee has obtained more than \$4,000,000 worth of free advertising in newspapers and on television, radio, billboards and other media.

LOCALIZED CLEAN-UP

In October, the Clean City Committee, in cooperation with the Departments of Sanitation, Police, Health, Fire, Buildings, and Air Pollution Control, initiated an intensive localized clean-up effort. The project was started experimentally in Manhattan's 28th Precinct, covering the upper West Side and Harlem. The area was subjected to an extensive preliminary educational effort, followed by an enforcement drive spearheaded by Police and Sanitation officers. At year's end the multi-department cleanup had been expanded to include four precincts, three in Manhattan and one in Brooklyn.

Enforcement of the clean city campaign throughout the year resulted in the issuance of 84,329 summonses to Magistrates' Court, which levied over \$200,000 in fines on "litterbugs" who had ignored warnings and educational measures.

DEPARTMENTAL PERFORMANCE

The performance record of the Sanitation Department for 1959 in street cleaning, refuse collection and refuse disposal is shown below:

STREET CLEANING

Curb-miles of streets serviced	9,540
Total curb-miles of "alternate side" cleaning	3,432
Average number of times each street in "alternate side" system is swept monthly	13
Inches of snow cleared	17.5

REFUSE COLLECTION

Loads hauled	1,110,000
Tons collected	2,960,000

REFUSE DISPOSAL (IN TONS)

Incineration	1,635,000
Sanitary (truck) landfills	1,420,000
Marine haulage and marine landfill at Fresh Kills	1,290,000
Construction waste landfills	300,000
Total disposal from public and private sources	4,645,000

ECONOMY MEASURES

In a successful effort to achieve department-wide operating economies, changes were made last year in refuse-collection schedules and in alternate-side parking regulations. Starting in January, frequency of refuse collection, which in about half the City's

neighborhoods had been on a six-days-a-week basis, was reduced to five. The necessary changes were made with a minimum of public inconvenience. Well in advance of the change, householders along all routes affected received printed notices of the scheduling changes.

Changes in the alternate-side parking regulations were initiated in December. Under the revised rules, parking restrictions in about 70 per cent of the areas were placed on a two-days-a-week basis instead of the previous three.

NEW EQUIPMENT AND CONSTRUCTION

Design of a new \$21,850,000 plant, in which all of the department's motor maintenance work will be centralized, was completed last year. The first stage of construction is scheduled to begin in mid-1960.

The plant, in Maspeth, Queens, will cover well over 700,000 square feet of floor space. Its repair shops will make possible the simultaneous servicing of 200 trucks and cars. A new waste heat plant will be constructed to provide hot water for 1,600 employees, steam for cleaning equipment, and central heating for the entire building.



Over \$2,000,000 worth of new equipment was procured in 1959 by the Department of Sanitation. Included in this equipment were 25 new mechanical brooms. During the year, the department serviced 9,540 curb-miles of streets. Over 2,960,000 tons of refuse were collected. The new mechanical sweeping machines have a greater capacity than previous models and will be used on express highways and other thoroughfares permitting long, continuous sweeping.



The development of "miracle gardens" on vacant City-owned lots, formerly strewn with debris, has been an important and beneficial by-product of the Clean City Campaign fostered by the Sanitation Department and the Committee to Keep New York City Clean. In 1959, school children tended 14 gardens in congested neighborhoods. Shown here is a group of young gardeners offering their produce for sale at a farmers' market set up at City Hall.

Elimination of the department's outmoded central Motor Repair Shop in Manhattan, and smaller shops throughout the City, will permit annual savings estimated at more than \$2,000,000.

More than \$2,000,000 worth of new equipment procured in 1959 increased the scope of the department's operations. The new equipment includes 115 refuse collection trucks as replacements for obsolete vehicles; 20 open dump trucks to permit extension of bulk refuse collection and lot-cleaning operations; 100 cross-walk snowplows, 25 new mechanical brooms and 30 flushing machines.

To buttress the continuing clean city drive, con-

tracts were let last year for the purchase of 14,587 new litter baskets—the largest order for this type of equipment ever placed by the department.

Construction of six sheds to eliminate the necessity for outside storage of rock salt used in snow and ice control was completed in 1959 at a cost of \$450,000.

Two new units in the department's long-range \$75,000,000 incinerator construction project, the Greenpoint and the expanded Betts Avenue plants, were also completed in 1959. These additions increased the department's refuse-burning capacity to 7,410 tons per day.

Air Pollution Control

THE FIGHT against air pollution in New York City met with mixed success last year. While soot-fall was less than in 1958, it still remained at a higher level than for any other year since 1952. measurement of gaseous pollutants in the air showed most of these at slightly higher levels than in the preceding year. The sources of air contamination continued to increase, despite determined efforts at control.

New air pollution control regulations were enacted last year, and inspection and enforcement activities were increased in an effort to stem the continuing threat. The year was marked also by inauguration of a cooperative air pollution control approach by New York and New Jersey.

ENFORCEMENT

More than 4,900 violation notices were served by the department's inspection forces during 1959. This figure, an all-time record, is an increase of 650 over 1958. The inspection staff responded to 17,000 complaints, also a new record, 3,000 higher than the 1958 figure. Summonses served totaled 578; fines collected in Municipal Term Court amounted to \$13,765. Inspections made, including both complaint and patrol, reached 26,500—2,600 more than in the preceding year.

The City's new regulations outlawing the open burning of auto scrap bodies went into effect in January, last year. As a result, the City's air is no longer polluted by the burning of approximately 200,000 scrap vehicles yearly. In isolated cases where illegal burning has been attempted, cooperative action by the Police and Air Pollution Control Departments has effected quick apprehension of violators.

PREVENTION

Considerable progress was also made last year in the field of air pollution prevention. In January, the department's "Criteria for Oil-Fired Equipment" was revised and published. Proposed criteria to govern the installation of flue-fed incinerators were prepared and distributed to industry repre-

sentatives for study and comment. Pending publication, current installations are being made in accordance with these criteria.

RESEARCH

In June, under a grant from the United States Public Health Service, the department began a joint study with the New York City Department of Health to ascertain the relationship between climate, air pollution, illness and mortality rates in New York City. The study is seeking to ascertain the possible effects of periodic climatic changes, or peaks in air pollution, in precipitating death in cases of severe cardiac or pulmonary illness. Comparison is also being made of the frequency of homicides, suicides and accidental deaths in New York City under various prevailing climatic conditions.

Also in June, the department and New York University issued a report on the joint research conducted to seek elimination or reduction of pollution from apartment house flue-fed incinerators. The project had been under way since 1957, with a grant of funds from the United States Public Health Service. The project tested various devices which might improve combustion, such as supplementary gas burners and air jets, and the use of a wet-scrubber, a device that forces incinerator gases through water, washing the gases before they are released to the atmosphere. The study found that emissions of smoke, charred particles, and flyash can be reduced fifty to ninety percent, and invisible noxious gases by approximately seventy percent, through improved combustion by the means tested. The modifications can be adapted to existing single-chamber, flue-fed incinerators. It is planned to incorporate use of the new methods in new regulations to be established by the Board of Air Pollution Control.

UTILITY CONTROL MEASURES

One of the most important steps taken to control air pollution, since the department was founded

in 1952, was accomplished last fall, when the Consolidated Edison Company agreed, after conferring with department officials, to undertake a \$5,000,000 pollution control project for the three power plants sold by the City to the company in August. This work should be completed by the spring of 1961. It is part of the continuing air pollution control plan which Consolidated Edison has undertaken, and which has cost the utility approximately \$50,000,000 since 1952. As part of this effort in 1959, Consolidated Edison completed the conversion of all boilers from coal to oil at the Hudson Avenue plant in Brooklyn, and placed in operation a new boiler with complete control equipment at the Arthur Kill plant in Staten Island. The company has filed an application for the installation of another new boiler with complete control equipment at its Astoria plant in Queens.

Since the early part of 1958, Consolidated Edison has attempted unsuccessfully to secure from the Federal Power Commission the right to burn natural gas under the boilers at the Waterside plant near the United Nations building in Manhattan. The use of natural gas could reduce the amount of pollution emanating from this installation. Late in 1959, a Federal Court reversed the Federal Power Commission's denial of this appli-

cation. At year's end, the department, which at my request had supported the petition, was awaiting the decision of the Federal Power Commission as to whether the Commission would appeal this reversal to the United States Supreme Court.

INTERSTATE COOPERATION

Air pollution shows no respect for political boundary lines; effective action against some causes of air contamination is frequently impossible at the local level. It was in recognition of this fact that the department last year initiated the organization of the New York-New Jersey Co-operative Committee on Interstate Air Pollution, formed to deal with problems of interstate air pollution. The four member agencies are the New York City Department of Air Pollution Control, the New York State Board of Air Pollution Control, the New Jersey Air Pollution Control Commission, and the New Jersey State Department of Health. Listed among the objectives of the Committee:

- Exchange of information pertaining to sources of alleged interstate pollution.
- Exchange of technical and research data.
- The conduct of joint studies.

PUBLIC UTILITIES

Board of Water Supply
Water Supply, Gas, and Electricity
Public Works

Board of Water Supply

THE PLANNING and development of New York City's water supply is the primary responsibility of the Board of Water Supply. The Department of Water Supply, Gas and Electricity operates and maintains the water supply system. The City's water is derived from three supply systems—the Croton, the Catskill, and the Delaware. In 1959 these systems were capable of providing about 1,500,000,000 gallons of water a day. Since 1955 the Board has had under construction the third and final stage of the Delaware System, which will add 310,000,000 gallons per day to the City's supply.

THE CANNONSVILLE PROJECT

The third stage of the Delaware System, also known as the Cannonsville Project, will consist of the Cannonsville Dam situated 120 miles from City Hall, the Cannonsville Reservoir, the 44-mile long West Delaware Tunnel, control and sanitary facilities and substitute highways and bridges.

During the past year construction proceeded well in advance of schedule on the West Delaware Tunnel, with work on two contracts completed. At year's end a few hundred feet of rock remained to be excavated and less than a third of the concrete lining was still to be placed.

During the year work began on diversion of the West Branch of the Delaware River in connection with the construction of the proposed Cannonsville Dam. Excavation for the 17½ foot diversion conduit, approximately 1,280 feet in length, had been substantially completed during the year. Test borings and other studies for the dam's final design were finished and the contract for construction of the dam will be let in early 1960.

THE FIRST AND SECOND STAGES

The first and second stages of the Delaware System continued to be under test operation by the Board prior to their transfer to the Department of Water Supply, Gas, and Electricity. Transfer of most of the first stage was expected by March 1, 1960. During the year a number of modifications were made on control structures and operating equipment of the first two stages.

A sewage treatment plant and sanitary sewers for the village of Margaretville and the hamlet of Arkville were placed in operation during the year, for the sanitary protection of the Pepacton Reservoir.

Engineering studies for the construction of a bypass tunnel for the Rondout Reservoir were advanced in 1959. This tunnel will permit water



To meet the growing demands of the Borough of Richmond for water, the Board of Water Supply is planning the construction of a water supply tunnel under Upper New York Bay. The new tunnel would supplement the two existing conduits which have already been taxed to capacity and are inadequate to meet future demands of the Borough. Late in August, test borings in the Upper Bay were begun from platforms erected for this purpose.

from the outlets of the West Delaware, East Delaware, and Neversink Tunnels to be delivered directly into the Delaware Aqueduct. By this means it will be possible to bypass the Rondout Reservoir should it become contaminated.

STATEN ISLAND DELIVERY TUNNEL

To meet the growing demands for water in the Borough of Richmond the Board moved ahead with plans for a new delivery tunnel under Upper

New York Bay. Richmond is presently supplied by two pipe conduits under the Bay. The capacities of these conduits are inadequate to meet the borough's anticipated water needs.

Late in August test borings were begun in the Upper Bay and on land in Brooklyn and Richmond in connection with the proposed tunnel. By the end of the year exploration of sub-surface conditions along the tentative line of the tunnel and connecting conduits on both shores was nearing completion.

Water Supply, Gas and Electricity

THE BOARD OF WATER SUPPLY finds and develops new sources of water for the City of New York and builds all facilities required to make the water available to the City. When completed, these facilities are turned over to the Department of Water Supply, Gas and Electricity. The department has full responsibility for operating and maintaining the water supply system for New York City.

The Department of Water Supply, Gas and Electricity also installs and maintains the City's lighting equipment, inspects all electrical installations, and contracts for light, heat and power supplied to all City-owned buildings.

Recommendations for a reorganization of the Department of Water Supply, Gas and Electricity, made by the City Administrator in 1958, were fully implemented in the past year. For the first time the department's activities were administered on a functional rather than a borough basis. The changeover in the department's organization was given added effectiveness with intensive training for supervisory personnel.

WATER SUPPLY

In 1959 New Yorkers consumed an average of 1,152,000,000 gallons of water a day—a 48,000,000 gallon-a-day increase over the preceding year. In addition, 60,300,000 gallons were furnished daily to communities outside the City. By year's end, a total of 414,000,000,000 gallons of water were stored in the various reservoirs maintained by the department, an 11 percent increase over the preceding year.

In order to keep pace with the growing demand for water for both home consumption and industrial purposes, a number of new projects were completed in 1959. Contracts were let for the installation of 50 miles of distribution mains. Included in this undertaking is a 5-mile concrete pipe in Queens, to cost \$1,784,000, as well as a 4-mile steel main in Flushing, Queens, to cost \$1,790,000. These two facilities will reinforce the water transmission system to the Rockaways, where pressures are sometimes inadequate during the summer



The Department of Water Supply, Gas and Electricity made plans during the year to replace 62,600 cast iron lampposts with multi-purpose posts of aluminum or steel. The new poles will hold mercury vapor lamps, call boxes for the Police and Fire Departments, street signs and traffic control lights. They will provide up to 125 percent more street illumination.

months. When completed, these additions to the City's water distribution network will permit the release of the entire East Watershed of the Long Island System.

Construction of a new pumping station in Douglaston, Queens, neared completion at the end of the year. The station will cost \$711,000, of which \$75,000 will be reimbursed by the State of New York.

During the year, 1,036 acres of City-owned property, no longer required for water supply purposes, were released to the Board of Estimate for disposal, including the 879 acres comprising the West Watershed of the Long Island System. Eventually, sale of these properties will relieve the City of maintenance costs and taxes as well as adding revenue for the City.

The population, industrial and commercial growth in Westchester and Putnam counties may affect the quality and purity of that portion of the City's water supply coming from the Croton and Kensico watersheds. A sanitary study to determine what measures must be taken to eliminate potential pollution of the Croton and Kensico supplies is under way. In 1958 aerial photographs of the watershed area were made and from these photos topographical and soil analysis maps are being prepared as part of the sanitary study. During 1959 these maps were virtually completed.

As part of its work of fixing charges for water used by consumers the department reads and checks on the accuracy of water meters. Some meters are defective and allow "slippage"—i.e. they fail to register all the water actually used. The

department's campaign to detect and eliminate meter slippage, initiated in 1957, was expanded in 1959. Replacement of defective meters has resulted in considerable additional water revenues to the City. At one Bronx installation the old meter showed annual consumption of 8,280,000 cubic feet of water and the new meter revealed 15,126,000 cubic feet was actually being used; a difference of more than 6,000,000 cubic feet, equaling a cash difference of about \$10,000 a year.

NEW LIGHTING FACILITIES

During 1959 a number of measures were taken to improve the City's street lighting. Replacement of the 62,600 cast iron lamp posts with newly designed multi-purpose posts of aluminum or steel got under way. The new poles house mercury vapor lamps and carry police and fire call boxes, street signs and traffic control lights. The new lamps provide up to 125 percent more light and cost 5 percent less to operate than the old-fashioned installations.

Some portions of the street lighting system are controlled with "group control" equipment rented from public utilities at \$8.40 a light. Use of photo electric cells on each lamp post can cut the cost and give better service. Last year the department achieved substantial savings by cutting the number of "group control" units from 90,000 to 41,690.

The program for better lighting in Central Park was pushed into the fourth stage. When this stage is completed, it will cover the area up to 97th Street.

Department of Public Works

OVER \$15,000,000 worth of construction of new municipal facilities was completed in 1959 under the supervision of the Department of Public Works. In addition the department awarded contracts totaling \$15,616,000 for the construction of 75 projects. These projects varied from a \$15,924 pistol range

at Manhattan's police headquarters to the \$7,152,555 portion of the Kent Avenue interceptor sewer.

A number of new public buildings were nearing completion at year's end. One of these is a new office for the Chief Medical Examiner at First Avenue and 30th Street, Manhattan, at a cost of



During the year a General Care building, part of the Harlem Hospital Center, was completed. The 220-bed addition includes an emergency admitting division and ward, blood bank, laboratories, x-ray department and out-patient clinic. The building cost \$4,500,000.

\$3,685,400. Also scheduled for completion in 1960 are the City and Municipal Courts Building in the Manhattan Civic Center, the Criminal Court Building and Prison in Kew Gardens, Queens, the Metropolitan Hospital Nurses Residence and School in Manhattan and the laundry for City hospitals in Brooklyn.

Construction completed in 1959 includes:

	Construction Costs (Exclusive of Site)
Fire House, Engine Company 11, Manhattan	\$ 331,000
Bushwick Health Center, Brooklyn	1,100,000
Morningside Health Center, Manhattan	620,000
Harlem Hospital, Manhattan, New General Care Building	4,500,000
Community College, Brooklyn, Rehabilitation	638,000
Rego Park Parking Field, Queens	225,000
Grand Concourse Branch Library, Bronx	565,000

New municipal facilities under construction but not completed in 1959 include:

UNDER CONSTRUCTION FIRE HOUSES

Construction Costs
(Exclusive of Site)

Richmond	
Fire Alarm Station	\$ 477,400
Engine Company 165, Ladder Company 85	270,699
Brooklyn	
Engine Company 202, Ladder Company 101	351,400
Engine Company 246, Ladder Company 169	435,200
Queens	
Engine Company 275	260,533
Engine Company 299, Ladder Company 152	255,000
Manhattan	
Engine Company 58, Ladder Company 26	290,248
Combined Fire House-Police Station for Engine Company 76, Ladder Company 22 and 24th Police Precinct	1,230,000

HEALTH CENTERS

Cost of Health Center only

Riverside District Health Center, Manhattan	\$ 727,000
(combined with Bloomingdale Branch Library)	

PARKING FACILITIES

Manhattan	
Eighth Avenue Parking Garage	\$1,462,000
Queens	
Jomoico North Parking Field	177,723
Brooklyn	
Albee Square Parking Field	83,249
Brooklyn Civic Center Parking Garage	2,622,487



Scheduled for completion in 1960 is the new City and Municipal Courts Building, part of the Manhattan Civic Center. The 12-story limestone, marble and stainless steel building will cost \$15,560,000.



Plans for the construction of a new Police Academy, which will also house the 13th and 15th precincts in Manhattan, were completed in 1959. The new building is expected to cost \$7,820,000. Construction is scheduled to begin during 1960. The new Academy will provide the Police Department with a modern, up-to-date training center for new recruits. It will also serve as a center for the training of members of the department engaged in specialized activities.

LIBRARIES

Manhattan	Cast of Library only
Blaamingdale Branch (combined with Riverside District Health Center)	\$ 595,000
Calumbus, Rehabilitation	136,440
96th Street, Rehabilitation	125,371
Bronx	
Allerton Branch Library	411,299
Melrose, Rehabilitation	190,521
Brooklyn	
Bay Ridge	431,334
Wolt Whitman, Rehabilitation	91,280
Saratoga, Rehabilitation	87,857
Bushwick, Rehabilitation	118,757

BRIDGES

More than \$4,000,000 worth of construction and rehabilitation work was done on City-owned bridges during the year.

At the beginning of 1959 construction began on a new roadway for the Queensborough Bridge to be built in the two unused trolley car lanes on the outer sides of the bridge's main roadway. These

extra roadways will be of reinforced concrete on the approaches and of the open grating type on the main spans. Despite delays caused by the steel strike, work on this \$3,090,000 project was 45 percent complete at year's end.

The permanent foundation for the westerly approach of the Roosevelt Avenue Bridge over the Flushing River was completed in September.

A \$2,750,000 rehabilitation job for the Madison Avenue Bridge, between Manhattan and the Bronx, began in February 1959 with completion expected in mid-1960. New machinery and electrical systems, as well as reconstruction of the bridges and roadways, will replace components that have been in use over 50 years.

POLLUTION CONTROL AND SEWAGE DISPOSAL

Construction in the City's pollution control program, completed in 1959, was valued at \$16,416,000. The largest single element in this undertaking is the design and construction of the

Newtown Creek Pollution Control Plant and its intercepting sewers. It is expected that this \$118,000,000 project will be completed in 1965. First of the interceptors for this project, the Morgan Avenue Sewer was completed in October at a cost of \$10,346,260. Work on two sections of the Kent Avenue sewer has been underway since 1958 while construction on a third section began in April. Design of the South Branch interceptor will be complete in 1960. These interceptors will eliminate 78 sewers now emptying into the Hudson and East Rivers and Newtown Creek, and will serve a drainage area in excess of 15,000 acres in Brooklyn, Queens, and Manhattan.

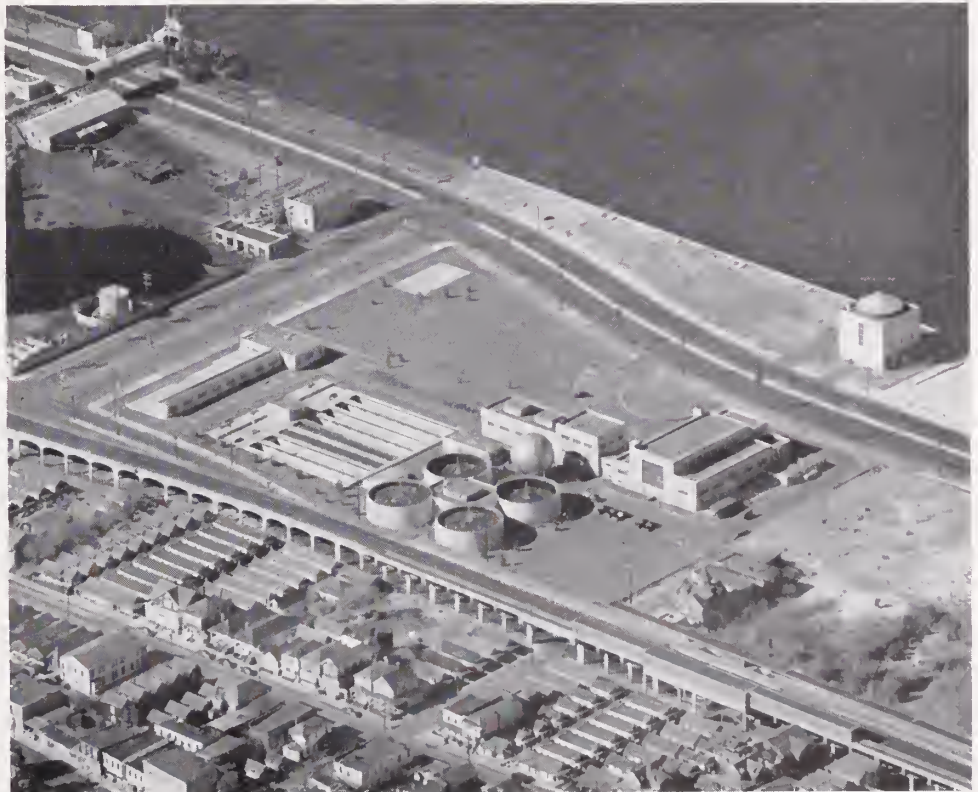
Expansion of the Coney Island Sewage Treat-

ment Plant began in March and will cost \$9,726,000. During the summer, expansion of the Rockaway Pollution Control Plant began. It will double that plant's capacity at a cost of \$4,369,718.

A fifth sludge removal vessel was added to the City's sewage disposal effort in August with the delivery of the \$1,750,000 motor vessel, "Bowery Bay".

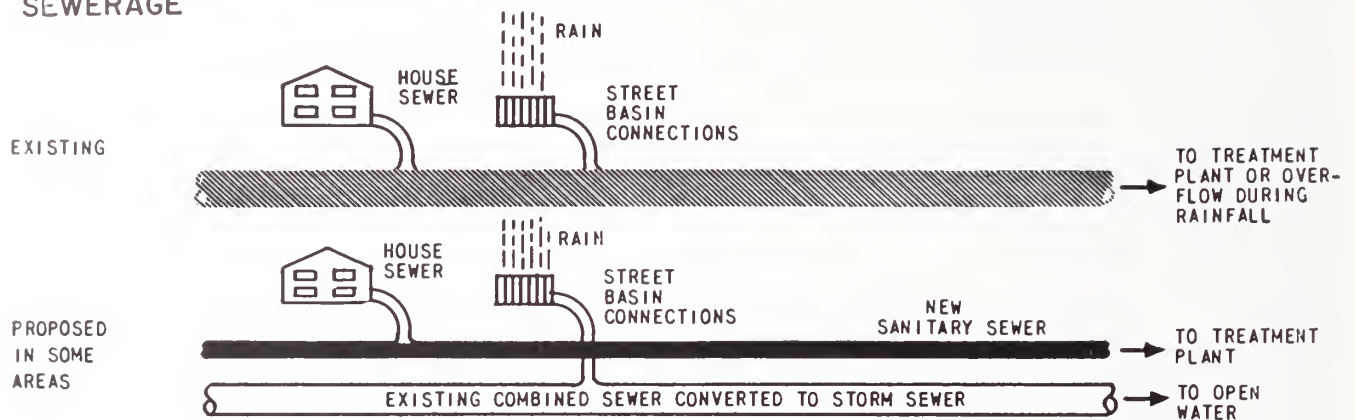
As part of a long-range campaign to provide for 11 new incinerators and for the modernization of older facilities of the Sanitation Department, an addition to the Betts Avenue incinerator was completed during the year at a cost of \$1,973,000. Also placed in operation during the year was the Greenpoint incinerator, costing \$4,885,000.

Construction in the City's pollution control program, completed in 1959, was valued at \$16,416,000. During the summer work began on expansion of the Rockaway Pollution Control Plant. The project will cost \$4,396,718 and will double that plant's capacity. The expansion has been necessitated by the resort area's recent rapid increase in business, industry and year-round population.

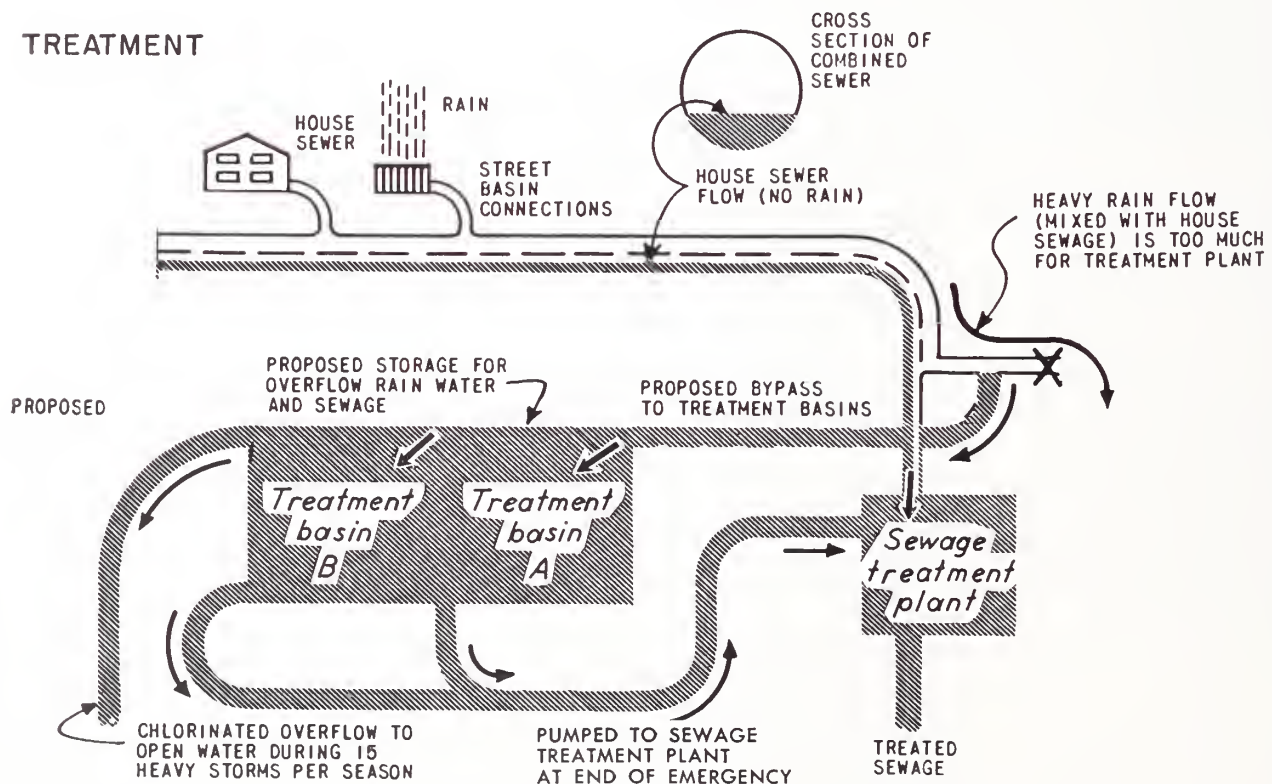


THE SEWERAGE PROBLEM

SEWERAGE



TREATMENT



The major part of the sewerage system of New York City consists of combined sewers carrying both rain water and sewage in the same pipe. Under dry weather conditions this flow is handled by sewers connected to sewage-treatment plants. When rainfall becomes moderately heavy the capacity of the existing sewers and sewage-treatment plants is exceeded, resulting in overflow into open water. Records show that this condition may be expected twice a week in the summer bathing season. Up to 90 percent of the sanitary flow may escape, preventing bathing in Jamaica Bay and the Upper East River.

To cope with this problem, the Mayor's Committee on the Elimination of Sources of Marginal Pollution recommended in 1959 a 10-year construction program. The Board of Estimate has made available \$5,180,000 for part of this program, of which about \$1,500,000 is for design for the first stages of the corrective work required to protect the Bronx shore from Throgs Neck to Pelham Bay Park and to clean up Jamaica Bay in Brooklyn and Queens.

The above diagram shows (at the top) the difference between a combined sewer and separate sewers for house sewage and rainfall; and the proposed remedy in certain areas. The bottom diagram shows proposed treatment basins where overflow is stored and settled for treatment after emergency. If load is too heavy, overflow is chlorinated.

PROTECTIVE SERVICES

Police Department

Fire Department

Department of Correction

Police Department

THE NUMBER of crimes reported to the police in New York City increased slightly last year. Reported felonies, misdemeanors and offenses totalled 392,969 in 1959 against 386,102 in 1958. Police made a total of 18,660 arrests, an increase of 1.3 percent over the 176,413 made in 1958.

Arrests for juvenile delinquency declined slightly—to 11,365 in 1959 compared with 11,949 in 1958. However, in the more serious categories of juvenile crime, arrests rose 2.9 percent. Arrests of youths aged 16 to 20 also dropped slightly, to 18,083 from 18,760 in 1958. Again, however, there was the same pattern of a rise in more serious crimes.

STRIKING FORCE INCREASED

The department's striking power against sudden crime emergencies was considerably enhanced during 1959 by the creation of a mobile patrol unit, called the Tactical Patrol Force. This unit, originally of 75 patrolmen, later expanded to a strength of 120 men, all over six feet tall and under thirty years of age, is assigned to any area of the City where unusual crime conditions demand added police protection. Before assignment to the unit, its members complete an intensive course in unarmed defense, the law of arrest, the lawful use of force, civil rights and human relations.

The Tactical Patrol Force may be rapidly deployed into any area. It operates mainly between six p.m. and two a.m., the hours when violent crime is most prevalent. Commanding officers, when confronted by a sudden emergency, may immediately request the services of the unit. When sent into an area, the Tactical Patrol Force reinforces precinct patrolmen, who are thus available



In order to determine immediately the degree of danger attached to any radiation emergency, the Police Department laboratory has set up a Radiac Unit which provides a twenty-four hour monitoring service prepared to operate anywhere in the City. Shown above are two members of the unit equipped for action.

for more intensive coverage elsewhere in the precinct.

Another measure to increase the department's striking power in emergencies was the adoption of a plan for speedy mobilization of additional police and equipment at the scene of a disaster or emergency of any kind. The plan provides for the rapid mobilization of men from designated precincts and immediate transportation to the critical area.

In addition to duties directly at the scene of a disaster, the men will be used to control and disperse crowds and direct traffic to alternate routes to keep essential transportation moving in the area. At the same time, radio and television stations will be requested to broadcast appeals to unauthorized persons to avoid the area, while giving alternate routes for motorists.

POLICE MANPOWER

The authorized quota of the uniformed force in 1959 was 24,508 men and women; its actual strength at any time, owing to retirements, deaths, dismissals, and resignations is less. In order to maintain actual manpower strength on the streets as close to the quota as possible, the appointment process was greatly speeded during the last quarter of the year. This resulted in the appointment of 1,098 police officers during the year, more than double the 533 appointments made in 1958.

At year's end the actual strength of the uniformed force was 23,805 men and women. In addition, 1,210 school crossing guards protected the safety of children going to and from school, thus freeing policemen for active patrol duties.

These police officers were assigned to the following duties: 16,551 men and women, including 646 recruits at the Police Academy, were on patrol; 3,017 staffed the detective units; 2,235 manned the Safety Division; 625 were assigned to the rescue work in the Emergency Service; 480 specialized in youth crime in the Youth Division; 467 were on plainclothes duty curbing vice and gambling; and 430 manned two-way radio and other communications posts.

YOUTH DIVISION REORGANIZED

The youth squads and the Juvenile Aid Bureau task force, formerly separate patrol units within



In order to increase the enforcement of traffic and pedestrian regulations, efficiency studies were made of high-accident areas. Enforcement personnel in the Police Department were informed of the locations where accidents most frequently occur. Special emphasis was placed on the enforcement of anti-jay-walking laws.

the Youth Division, have been consolidated into one unit. The change eliminated duplication of effort and established unity of command in the work of preventing violence among youth. With a field force of 230 men and supervisors, the combined unit performs day and night patrol to discover the existence and identity of gangs and their leaders, prevent gang warfare, and maintain inspection of licensed premises and other places where young people gather.

As part of the reorganization, the investigative function of the Juvenile Aid Bureau was assumed by the Youth Division's Investigation Bureau, which is staffed with 250 trained men and women who deal with cases of potential delinquency referred to them.

SPEEDING POLICE RESPONSE

Speedier response by police to calls, through a modernized communications headquarters, was provided in Brooklyn. Newly devised emergency and administrative switchboards at these headquarters expedite the receipt and transmission of all calls for assistance or other police business. A new conveyer system between these switchboards

and the police radio dispatcher and the ambulance dispatcher cuts down on the time consumed in notifications.

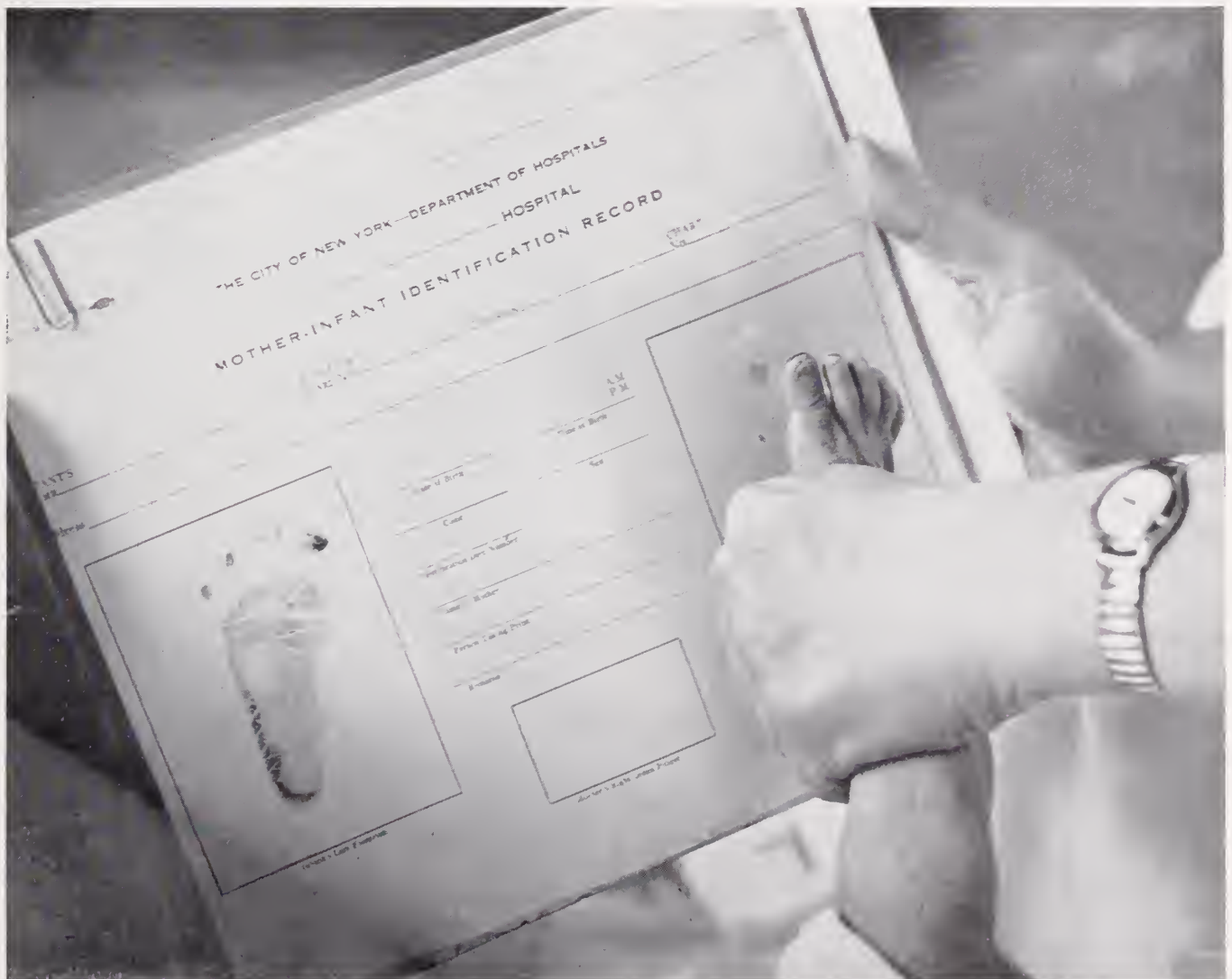
TRAFFIC ACCIDENTS UP

The number of traffic deaths, injuries and accidents reported to police rose sharply during 1959, especially during the summer and fall months. Traffic accidents killed 712 persons compared to 637 in 1958, and 54,407 were injured, compared to 51,686 in the preceding year. There were 38,232

accidents in which someone was killed or injured; in 1958, the figure had been 36,681. Included in the death toll were 496 pedestrians, a rise of nine percent over 1958.

Perhaps the most alarming and saddening aspect of this upward trend was the toll of children. There was a 37 percent increase in deaths of children under 16 years of age, with 96 killed in 1959, compared to 70 in 1958.

The Police Department maintained consistent enforcement of the traffic laws in an endeavor to protect the public from careless drivers. In order



During the year a training course was instituted by the Police Department to instruct nurses in methods of footprinting infants. This not only provides safeguards against kidnapping but is also a permanent means of identification. Footprinting of new born infants was made compulsory on October 1 by an amendment to the New York City Health Code.

to increase enforcement efficiency studies were made of high accident areas; enforcement personnel were informed of the locations where accidents most frequently occurred, and were briefed on the kinds of violations contributing most often to accidents. Hours of duty and post assignments of the Safety Enforcement Squad are made only after thorough analysis of accident data.

During 1959, 1,983,281 summonses were issued for traffic violations. Of these, 1,166,222 were for illegal parking, the others for moving violations.

Two complete radar units were placed in operation by the motorcycle divisions, bringing to seven the number of such units operating throughout the City, to provide more complete coverage in enforcement of the laws against speeding. Safety Division precincts in Brooklyn, Queens, and the Bronx were consolidated with local patrol precincts. The measure reduced administrative overhead while improving supervision and allowing increased attention to local traffic and safety conditions.

BABY FOOTPRINTS

Early in the year, police were assisted in the solution of a baby kidnapping case by the comparison of footprints taken of the child at birth and footprints taken of a child recovered from the suspect. In the analysis of these footprints detectives of the Police Department's Bureau of Criminal Identification developed methods of identifying footprints similar in method to fingerprint identification and acceptable in courts as evidence. A training course was instituted to instruct nurses at maternity divisions of City hospitals and in private hospitals in methods of footprinting infants. The course has since been expanded to include all nurses and nurses in training. The measure not only provides safeguards against kidnapping but is also a permanent means of identification. Footprinting of new-born infants was made compulsory on October 1, 1959, through an amendment to the New York City Health Code.

Fire Department

DESPITE THE MOST vigorous fire-prevention efforts in the city's history, the number of fires increased in 1959. The total rose from 48,101 in the preceding year to 56,529. Less than 10 percent of the rise, however, occurred in fires within buildings. These increased from 24,228 in 1958 to 24,920 last year, a rise of 692. Fires outside buildings were up from 23,873 in 1958 to 31,609, in 1959, an increase of 7,736. The abnormally dry weather during much of the year contributed greatly to the mounting number of outside fires.

With the onset of the winter season, a persistent upward trend in building fires was reversed. Fires in buildings, particularly in multiple dwellings, showed a decrease from 1958 for each of the last three months of the year. Total fires in buildings for the period from October 1 to December 31, 1959 were 6,249, compared with 6,928 for the same period of 1958.

FIRE PREVENTION AND INSPECTION

The Fire Department last year extended its fire prevention campaign to achieve personal contact with residents on a house-to-house basis throughout the City. Nearly 600,000 families were visited, most of them in neighborhoods having a high incidence of fire. In these areas, Harlem, the lower Bronx, and the Bedford-Stuyvesant and Brownsville-East New York sections of Brooklyn, firemen inspected 49,757 residential buildings and spoke to 266,618 families. Elsewhere in the City 118,368 residential buildings were inspected and 323,883 families visited. At each visit firemen and officers instructed family members in the fundamentals of fire prevention. At the same time the department pressed its campaign of fire prevention education in the schools. Visual aids and demonstrations were used

to make clear to children the importance of fire prevention in the home. A total of 1,025 lectures were delivered in the City's public and parochial schools to 380,000 pupils.

In a separate phase of the fire prevention effort, conferences were held with officials of the International Ladies Garment Workers Union and the



Considerable progress was made by the Fire Department in 1959 in effecting greater efficiency in operations requiring water streams far above street levels. During the year, the department perfected a new method of firefighting in which large ladder trucks perform the dual functions of ladder companies and water towers. This is achieved by equipping the power-operated ladder apparatus with high volume pipe attachments.

Amalgamated Clothing Workers, to expand the fire warden program begun in 1958. The ultimate goal of the plan is for every factory in the City to have a fire warden designated and trained to eliminate fire hazards in his place of employment. At year's end a total of 8,232 factories had fire wardens.

In cooperation with the Board of Education, courses in fire prevention for building management personnel were continued. Firemen licensed as substitute teachers conduct the courses. Subjects covered include techniques of fire prevention, laws and regulations, fire hazards, causes of fire and its spread, and methods of fire prevention inspection. At year's end plans were underway to extend the classes to include administrative personnel in hotels, hospitals and theatres.

Special fire prevention inspections were made last year in all churches and nursing homes in the City. The inspections were made not only to detect fire hazards, but also, in the nursing homes, to check employee knowledge of emergency procedures and to determine whether overcrowding existed. Prompt corrective action was taken wherever violations were found.

The semi-annual school inspection system, inaugurated in 1958, was continued. Every one of the 2,100 schools in the City, public and private, received a thorough inspection twice during the year, once in April-May, and again in September-October.

Regular inspections in all types of occupancies continued on an intensified basis with 1,008,089 inspections made, 157,467 notices of violation issued, and 49,521 referrals made to other City agencies having enforcement jurisdiction.

FIRE OPERATIONS

In a move aimed at more efficient use of manpower as well as lower equipment costs, the department last year continued reorganization of firehouse units in several sections of the City. Three firehouses were closed and the companies disbanded: Engine Companies 12, 30 and 213. To replace them, three squad companies were established: on East 14 Street and West 77th Street in Manhattan, and on Wythe Avenue in Brooklyn. The vacant firehouses were turned over to the Department of Real Estate for disposal. Advantages of the change are that squad companies are more

centrally located and permit increased manpower response in areas of high fire incidence; also there is a reduction in the number of costly pumping engines.

A squad company consists of a vehicle designed primarily as a personnel carrier, manned by an officer and five firemen. This apparatus is equipped with various types of masks, resuscitators, and necessary fire-fighting tools and equipment. Since their inception in 1955 the value of squad companies has become increasingly evident in eliminating the

need for second alarms in many instances. During 1959 each squad company in operation for the full year made more than 2,000 responses. Members of these units perform tasks of both engine and ladder companies at fires.

Considerable progress was made in 1959 in effecting both economy and greater efficiency in fire operations requiring large caliber water streams far above street level. Because of New York City's many buildings of five and more stories, it is essential that the department have streams of this type



In a move aimed at more efficient use of manpower as well as lower equipment costs, the Fire Department in 1959 continued the reorganization of fire house units in several sections of the City. Advantages of the change are that fire companies are more centrally located, increasing manpower response in areas of high fire incidence. Firemen and their equipment are shown at one of the 56,529 fires that occurred in New York City during 1959.

readily available. The water towers formerly used were old and unsafe. There were serious problems in their placement at fires and they required permanent assignments of specially trained officers and firemen. The expense of replacing the old towers with new apparatus would have totaled several hundred thousand dollars.

The new method of operation is to have ladder trucks perform the dual functions of ladder companies and water towers. This is achieved by equipping the power-operated ladder apparatus with high volume playpipe attachments. Included in the advantages of the ladder-type arrangement over the water towers are greater flexibility, less time consumed in placing the ladders in operation, greater coverage of the fire building, and a savings in personnel.

During 1959, 23 trucks were equipped with ladder pipes, bringing the total of trucks equipped for water tower service to 43. All sections of the City are now more fully protected than was possible with the water towers.

TRAINING

New departures in training techniques marked the department's continuing effort to enhance fire-fighting proficiency among all ranks. In 1959, multi-unit drills were instituted to increase the efficiency of fire operations. At these drills engine, ladder, squad, and rescue companies participate under the control of division commanders. This affords all personnel the opportunity to familiarize themselves with fire fighting equipment other than that which is assigned to their particular companies. The teamwork so necessary for efficient oper-

ation at fires is emphasized and developed at these drills. The efficiency of members and effectiveness of drills is evaluated by a representative of the Fire College.

A more effective program of training newly appointed probationary firemen also began in 1959. These members are assigned to division commands and rotate from company to company within the division, thereby learning the workings of the various types of units. Their duty is restricted to day tours only, Monday through Friday, and includes familiarization with duties other than fire fighting, such as fire prevention, field inspection and fire prevention educational activities.

The course of instruction for officers conducted at the Fire College showed an increase of almost 200 percent in the number completing the course in 1959 as compared with the preceding year. This increase was due to the unprecedented rate of promotions and the need to train newly appointed officers in the duties and responsibilities of their new posts.

NEW FIREBOAT

The latest addition to the city's powerful fire-fighting fleet, the Senator Robert F. Wagner, was placed in service December 8, 1959. At that time the fireboat Thomas Willett, which joined the fleet in 1908, was released to the Department of Purchase for disposal. The new fireboat is equipped with the most modern type of fathometer, which indicates the depth of water under the vessel at all times. It is of welded steel construction and is propelled by twin diesel engines of 500 horsepower each. A separate pair of similar diesels drive the fire pumps.

Department of Correction

NEW ADMISSIONS to the Department of Correction's detention facilities last year totaled 111,091, a rise of 5,206 above the preceding year's total of 105,885. The average daily census of prisoners in the department's 8 major prisons and two hospital

prison wards during 1959 was 8,105. On April 27, the prison population reached 8,622, the highest daily census ever recorded in the history of the department. The number of persons in custody has risen every year since the end of World War II.

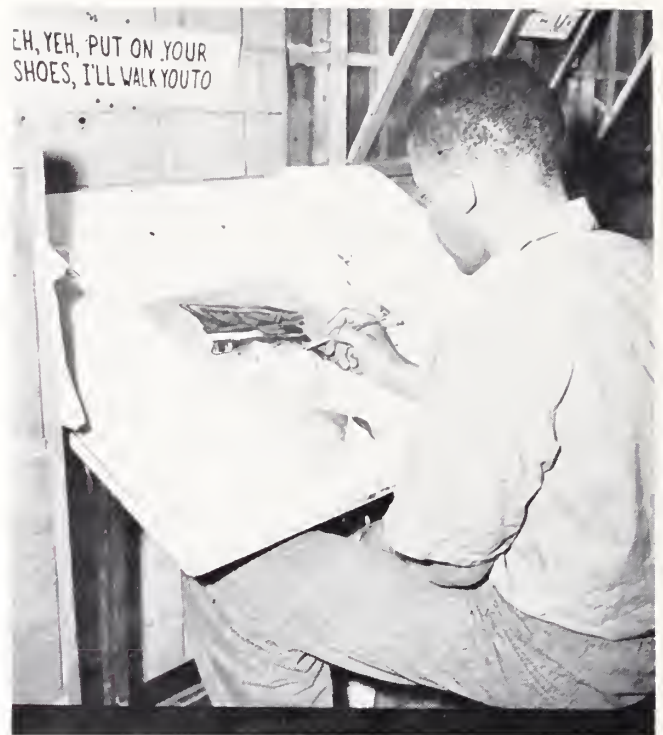
placing the department's already overcrowded institutions under ever-increasing strain. At year's end a large-scale building program was under way to help meet the steadily rising need for more space and additional facilities.

NEW BUILDINGS

Plans were advanced on three major new institutions whose construction had been recommended in 1958 by the City Administrator: a women's prison, an adolescent remand shelter and a new workhouse on Rikers Island.

Following Board of Estimate approval, a contract has been let for preliminary plans for construction of a new institution for female prisoners on North Brother Island. The new institution will be erected on the site to be vacated by the adolescent narcotics-treatment center of the Department of Hospitals. The narcotics treatment activity will be shifted to other hospital locations. Estimated cost of the new women's prison is set at \$8,280,000.

Similar action was taken by the Board of Estimate with respect to the proposed new adolescent remand shelter. A contract has been let for pre-



Adolescent inmates at the Department of Correction's Institution for Men at Rikers Island are provided with outlets for their various aptitudes. In 1959, the department sought to determine the effectiveness of its rehabilitation procedures. Studies conducted during the year showed that adolescents receiving group therapy developed more favorable attitudes toward authority.



Practical vocational training is undertaken at the various institutions of the Department of Correction. As part of the department's efforts to rehabilitate inmates, a variety of work experiences are made available. An inmate is seen here at the Rikers Island Library repairing a worn library book.

liminary construction plans for the shelter, to be located at Atlantic and Hopkinson Avenues, Brooklyn, on the site of the former House of The Good Shepherd. Total cost of the new structure is estimated at \$13,000,000.

At year's end, architectural planning for the new workhouse on Rikers Island was 75 percent complete. The workhouse, to be built at an estimated cost of \$7,860,000, will permit consolidation, on Rikers Island, of all workhouse cases. To be erected adjacent to the penitentiary, it will make possible efficient central administration of the department's male sentence institutions.

Scheduled for completion in 1963 are new housing facilities at Rikers Island Penitentiary. The new buildings, for which the 1960 Capital Budget allocates \$9,358,000, will provide accommodations for 496 prisoners in 16 units, new administration and cafeteria facilities, and a gymnasium. Long-range plans call for construction of new vocational and instructional institutions at Rikers Island.



Among the vocational activities at the Department of Correction's Hart Island Workhouse is a laundry car wash, made from scrap materials and operated by inmates. A wide range of vocational experience is provided for prisoners as part of the rehabilitation process.

REHABILITATION PILOT STUDY

Seeking to determine the effectiveness of its rehabilitation procedures, the department last year initiated a pilot study of existing psychological group therapy methods. The project is being carried on with two selected groups of sentenced adolescents at Rikers Island. In the course of the study, one group of 60 adolescents received group therapy for three hours each week; a matching number of sentenced youths received no therapy. An important objective of the study was to determine whether therapy assisted inmates to better institutional adjustment. One of the standards used was the number of infractions committed by prisoners in the two groups. Findings showed that among adolescents receiving therapy, 28.6 percent committed infractions; among the non-therapy youths, the figure was 46 percent. Adolescents receiving therapy developed more favorable attitudes toward authority and society. As a follow-up, to determine effectiveness of community adjustment, discharged adolescents from both groups, who are parole cases, will be subject to special supervision by the New York City Parole Commission. At year's end, pro-

cedures were being devised by which parole officers who have supervision of these adolescents will make periodic reports on them to the Department of Correction.

PRISONER EDUCATION

A pioneer step in prisoner education was taken in September with the opening of Public School 616 on Rikers Island. Establishment of the school for adolescent inmates resulted from cooperative efforts of the Board of Education and the Department of Correction.

The teaching program at P.S. 616 is under the jurisdiction of the "600" schools section of the Board of Education. The "600" schools, of which there are 25, are special schools initiated in 1947 to meet the needs of troubled children who are not responsive to regular school instruction. The instructional staff of P.S. 616, which includes ten academic teachers and four teachers of industrial education, have been specially selected for their skill and experience in working with this type of pupil.

Courses offered by the school are: English, social studies, mathematics, science, business training, woodworking, men's tailoring, printing, and metal work. Two hundred adolescents, out of a total of 600 at Rikers Island, attend the school for full-time academic and vocational education.

Beginning in 1954, the education unit of the department has assisted qualified inmates to obtain high school equivalency diplomas. Since the inception of the program, 361 adult inmates have taken the tests; of these, 314 passed. By increasing job opportunities, attainment of the equivalency diploma is a highly important aid to rehabilitation of inmates upon discharge.

An intensive English-language study course was started at the Brooklyn House of Detention for Men to assist Spanish-speaking adolescents awaiting trial. This group has faced special difficulties because of the language barrier.

Another cooperative venture was undertaken with the Board of Education to provide continuity of instruction for boys whose schooling is interrupted by arrest. These inmates may now continue their studies at the Brooklyn House of Detention for Men. At the completion of the school year, regular school tests are made available and are administered by staff members of the department.

IMPROVED RELEASE PROCEDURE

An employee suggestion made by a department staff member has resulted in passage of new State legislation effecting a change in week-end discharge of prisoners. The new amendment to the Correction Law provides that whenever a prisoner's sentence ends on Saturday or Sunday, he shall be released on Friday. Advancing the release date not

only aids discharged prisoners in contacting welfare and social agencies upon release, but has also cut operating costs for the department. Under former practice of discharging short-term inmates from the workhouse on Hart Island, approximately one-fourth were released on Saturday. The change reduces staff requirements for Saturdays, and also eliminates the cost of transporting discharged prisoners to the Separation Center on Saturdays.



A pioneer step in prisoner education was taken in September with the opening of P.S. 616 on Rikers Island. Establishment of the school for adolescent inmates resulted from the cooperative efforts of the Board of Education and the Department of Correction. Courses offered by the school include vocational training as well as studies in the liberal arts. Two hundred adolescents, out of a total of 600, attend the school full-time.

SERVICES to BUSINESS, LABOR, CONSUMER

Commerce and Public Events
Department of Markets
Department of Finance
Department of Licenses
Department of Labor

Commerce and Public Events

THE FUNCTION of the Department of Commerce and Public Events is to help build and maintain the City's economic prosperity through service to business and industry, by the promotion of tourism and by aiding in projects which enhance the cultural leadership of New York City.

During 1959 the department's services to business and industry ranged from compiling and distributing statistical information to helping stage the annual United States World Trade Fair; from helping movie makers get the permits they need to film their plays to serving firms seeking new plant sites.

Special efforts to attract more tourists to the City last year included emphasis on major sports events. The department succeeded in arranging that the Army-Air Force football game be played at Yankee Stadium. The game attracted an estimated 40,000 visitors to New York City who spent a weekend and \$3,500,000 here. Department efforts were also instrumental in bringing to the City, the world heavyweight boxing championship bout between Floyd Patterson and Ingemar Johansson.

The processing of permits for outdoor motion picture and television photography has been speeded up in recent years because of the coordinating role played by the Department of Commerce and Public Events. The department proc-

esses applications through the various municipal agencies. In 1959, 1,576 permits for location photography were cleared, a ten percent increase over the preceding year. Eighteen major movies were made in New York City during the past year. Movies filmed in whole or in part in New York City last year included "Middle of the Night"; "From the Terrace"; "But Not For Me"; "Odds Against Tomorrow"; "The Best of Everything"; and "Anniversary Waltz".

PUBLIC INFORMATION

In promoting New York City as a tourist center, the department distributed 325,000 pamphlets and brochures describing the City and its attractions. Publications distributed included a statistical guide to New York City, a monthly summary of business activity in the City, and a visitor's guide to New York.

During the year, department staff members answered the questions of 418,000 visitors at its Times Square Information Center.

PUBLIC EVENTS

Among the public events arranged by the department were the traditional ticker tape parades and receptions for a number of foreign dignitaries

including the Mayor of West Berlin, the King of Belgium, the Premier of the Soviet Union, the President of Ireland and the President of Argentina. As a climax to the Hudson-Champlain anniversary celebration, marking the 250th anniversary of the exploration of the Hudson River, the

Princess of the Netherlands was given a party and reception.

We perform these ceremonies as an act of co-operation with the United States Department of State, and in keeping with our role as the first City of the nation.



Among the outstanding events of 1959 in which the Department of Public Events participated was New York City's Hudson-Champlain anniversary celebration, to mark the 350th anniversary of Henry Hudson's exploration of the River bearing his name. A highlight of this celebration was the participation of ships of the United States Navy.



Tulips add dash of spring to Fifth Avenue. Last spring and summer tulips by the thousands added fresh grace and color to midtown Manhattan. The flowers were set out in new cast-concrete planter tubs to form a chain of small garden plots along the City pavement from 34th Street to 59th Street on Fifth Avenue. The plantings were part of the second annual Salute to Spring arranged by the Department of Commerce and Public Events.

Department of Markets

AS PART of the continuing campaign to cut costs and increase revenues, the Department of Markets last year instituted changes in almost every area of its operations. Management improvements were made in the retail, wholesale and pushcart markets, as well as in the operations of the live poultry terminal and the Bronx Terminal Market. Methods of kosher law enforcement were tightened. Public

demand for the department's retail price report service reached a new high during the year.

FOOD PRICE REPORTS IN DEMAND

The retail price report service of the Department of Markets covers the pricing of 215 perishable food items. To keep price information accu-



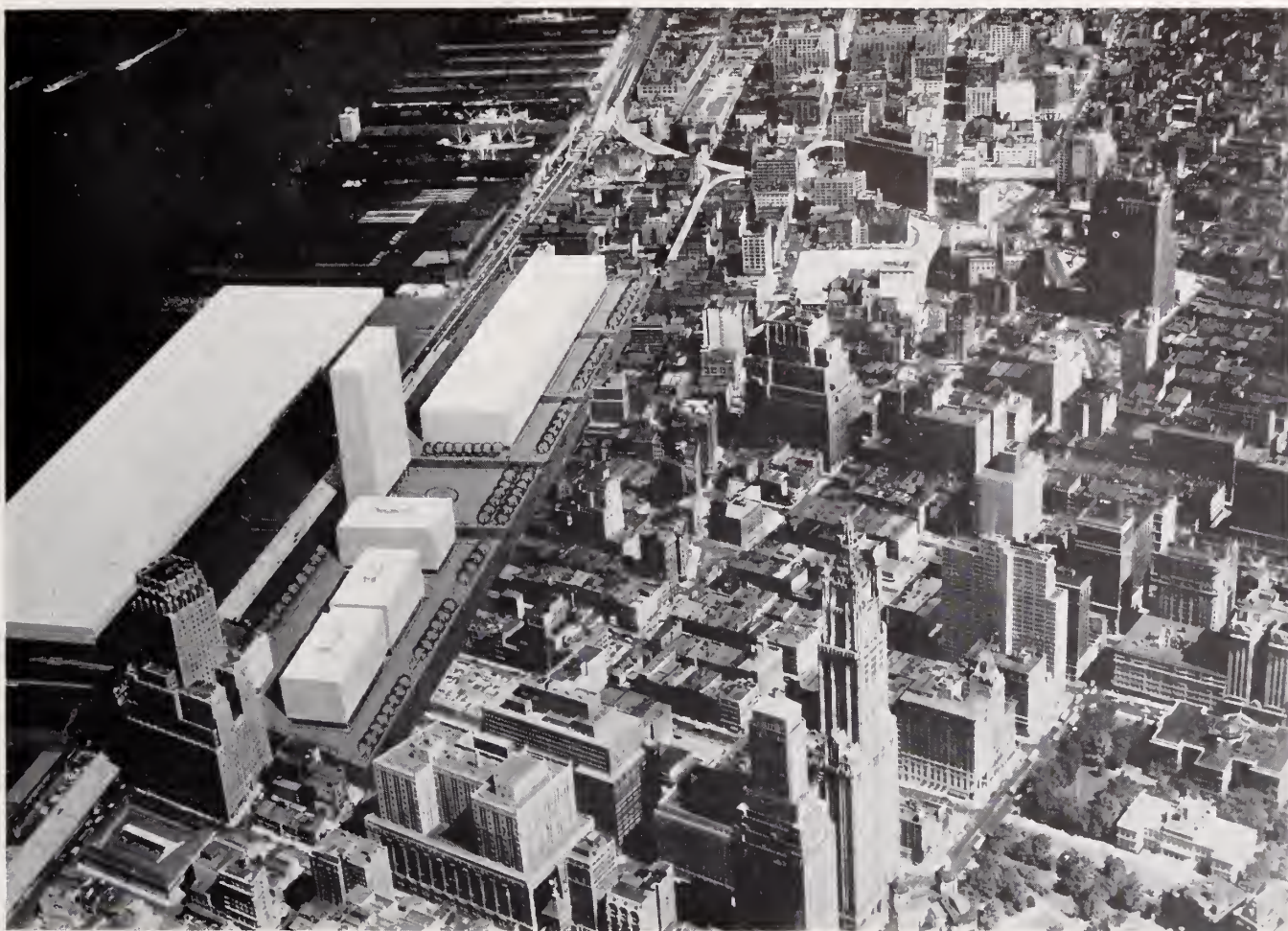
A \$100,000,000 redevelopment proposal for the 16-acre site of the antiquated Washington Wholesale Produce Market was prepared for the City Planning Commission during the year by a firm of private consultants. The site shown in this aerial view, extends from Barclay Street on the south to Hubert Street on the north and from West Street to Greenwich Street. Included in the area are 338 buildings, of which 184 were built prior to 1852. There has been no new building construction in the area since 1929.

rate and up-to-date, approximately 18,000 retail visits and 17,000 wholesale visits were made during the year. Demand for the service by the general public and innumerable special groups reached a new peak last year. The price reports are used in colleges and high schools, for both instruction and research in home economics and nutrition. Many large commercial and industrial firms make use of them in operation of cafeterias for their employees. Social service agencies, neighborhood centers, and visiting nurse associations rely on them in budgeting family needs. Other City departments, including the Departments of Hospitals, Correction, and Welfare, make continual use of the price reports. Prices on a wide range of commodities are compiled on a weekly, monthly, and yearly basis.

OPERATING IMPROVEMENTS IN MARKETS

To cut the mounting costs of operating its wholesale markets, the City last year terminated municipal refuse collection at these facilities. Dealers at the Bronx Terminal, Brooklyn Terminal, Gansevoort, and Fulton Fish Markets now arrange and pay for waste removal service. The same step had been taken in the retail markets in the preceding year. New rental rates at the Bronx Terminal Market increased revenue by \$20,000 during 1959; increased refrigeration rates at the same market provided additional revenue of \$10,000.

Early in the year a survey was undertaken to determine how much space is actually needed by



The proposed redevelopment of the Washington Market area would include provisions for commercial development including office space for a variety of businesses, many of whose interests would be connected with the Hudson River piers to be improved. Preliminary plans developed by private consultants for the New York City Planning Commission call for construction of three 10-story office-loft buildings containing a total of 1,500,000 square feet. A warehouse type building of 10 stories served by ramps and elevators is also proposed.

merchants operating pushcarts in open-air markets under department supervision. Curbs in the market areas were then permanently marked off to show the allotted spacings. The device has not only improved supervision and inspection but has also increased revenue from stand rentals. The number of pushcart spaces rented rose from 203 in 1958 to 279 last year, an increase of almost 40 percent. The original proposal to install the new marking system was made by a department employee, as part of the City's Employee Suggestion Program.

In the enclosed retail markets, improvements have been achieved by cooperative action of the tenants. Acting through their merchants' associations, dealers in the markets have paid for repainting, installed new lighting systems, and have made contracts with private cartmen for refuse removal.

The dealers' associations are working with department officials to improve sales methods and advertising in order to meet outside competition.

Operating efficiency of inspectors in the live poultry division was greatly increased by training and equipping poultry inspectors to perform weights and measures inspections as well. The change has resulted in greater inspection coverage of retail establishments.

Changes were made in the department's kosher law enforcement activities in order to increase coverage and supervision. The previous practice of assigning inspectors in two-man teams was replaced by single assignment. As a result, 21,400 kosher inspections were made last year, an increase of more than 5,000 over 1958. To cope with changed marketing practices for kosher food, in-

spection assignments were changed to provide greater concentration on supermarkets. Increasing numbers of the larger markets are installing kosher food departments.

MARKET RELOCATION

Considerable progress was made last year toward effecting relocation of the Lower West Side Fruit and Produce Market, now in downtown Manhattan, to a new site. At year's end full agreement had been reached among all groups concerned—trade associations, labor unions, and City officials—that the market should be shifted to an available site in the Harts Point section of the Bronx. A preliminary engineering report on the site, submitted to the Board of Estimate by the Mayor's Market Advisory Committee, is now under study by the Budget Director. The City Planning Commission has surveyed the present market location—Park Place to Lighthouse Street, and Greenwich Street to West Street—and has submitted proposals for redevelopment of the area when the market is relocated.

At year's end plans were also underway for relocation of the wholesale meat market in the Fort Greene section of Brooklyn. The present site is scheduled for demolition as part of a Title I construction project. Space and facility requirements of the dealers are now being studied by the Department of Public Works. Present plans call for the meat market to be relocated in Brooklyn Terminal.

INSPECTION CONTROL

The City took decisive action last year to eliminate instances of corrupt inspection practices after these had been uncovered and brought to the attention of the Mayor by the Commissioner of Markets. At year's end a council on inspections, composed of the heads of all agencies performing inspectional functions, was organized under the chairmanship of the City Administrator. I have ordered the group to study and make recommendations concerning changes in law, in policy and in procedures, which will further strengthen inspection control.

Department of Purchase

THE CITY felt the squeeze of higher prices last year when it went into the market to purchase the wide variety of supplies, materials, equipment and rental services needed by the more than 100 agencies which constitute the City government. In the fiscal year 1958-59 the Department of Purchase let out contracts for more than \$75,000,000.

The City buys approximately \$5,000,000 worth of printing, paper and related products a year. For the past several years printing prices have gone up three to five percent each year.

In 1959, because of a sudden policy change by the auto industry, the price of cars bought by the City jumped \$355 to \$441 on each car. The cost of other automotive equipment—such as fire fighting apparatus—also increased. Formerly the Big Three auto makers—Ford, General Motors and

Chrysler—subsidized dealers who sold cars to the City. Last year, car manufacturers halted this subsidy, which had ranged from \$300 on general-use passenger cars to almost \$500 on specially equipped police cars. A two-door coupe which used to cost \$1,414 now costs \$1,769, up \$355. A four-door sedan went from \$1,506 to \$1,899, up \$393. A police car for which the City paid \$2,059 now costs us \$2,500, up \$441.

Fire apparatus costs also soared. In the fiscal year 1956-57 a 750-gallon pumper cost \$15,080; two years later the same pumper sold for \$18,213, an increase of \$3,133. An 85-foot aerial ladder truck bought in the fiscal year 1957-58 at \$29,277 cost \$32,663 last year, a \$3,386 jump in one year.

Clothing, textile and other soft goods purchases run to about \$1,500,000 a year. Prices on these

items went up 7 to 25 percent, but the increases were partially offset by scheduling and planning of consolidated bulk purchases gauged to favorable market conditions.

With rising prices, careful, shrewd buying coupled with an expert knowledge of quality and market trends becomes increasingly necessary. That is what the Department of Purchase tried to give the City in its day-to-day work.

FEDERAL SURPLUS SUPPLIES

City agencies with health, education or civil defense functions are eligible to acquire certain categories of Federal surplus property. The Department of Purchase is the central agency for acquiring such property for use by the other departments and agencies of the City government.

In 1959 the Department of Purchase received \$818,000 of such property for a handling charge of \$14,000. The surplus property included clothing, textiles and leather goods; electronic parts and equipment, shop materials and equipment and kitchen and laundry supplies. The City also re-

ceived, without cost, food with a market value of \$268,281. The food, donated through the Department of Agriculture, included 271,886 pounds of butter; 360,000 pounds of flour and 163,080 pounds of dry milk. The food was used by the Departments of Hospitals and Welfare.

PURCHASE SURVEY

As part of a comprehensive survey of the business practices of the Board of Education, the City Administrator last year made a study to determine whether the purchasing activities of the Board should be merged with the Department of Purchase. The survey revealed that consolidation would not produce noteworthy economies in either personnel costs or warehousing and delivery costs. It also found that larger-scale buying does not necessarily result in lower prices. The City Administrator therefore recommended continued separation of the two purchasing activities since merger would produce no substantial gains and would have some disadvantages.

Department of Finance

BESIDES collecting all taxes, assessments and arrears due the City, the Department of Finance, headed by the Treasurer of the City of New York, provides for the receipt and safekeeping of all moneys paid into the Treasury of the City; and of the sinking funds and all other trust funds held by the City, and disburses them on warrants signed by the Comptroller. The Treasurer banks the City's funds, and invests idle cash balances in time deposits and short-term obligations of the Federal government, in consultation with the Comptroller.

TAX RECEIPTS UP

The prolonged steel strike during the latter half of 1959 failed to reverse the rising trend in tax

receipts. Collection of taxes on real estate, sales and compensating use taxes and other special taxes were all up over 1958, which had itself been a record-breaking year for tax receipts.

Revenue from real estate taxes increased over 1958 by \$38,005,052; sales taxes increased by \$21,258,356; compensating use tax revenue rose by \$560,490; all special taxes showed a total increase of \$44,064,890. Tax collections from all sources in 1959 rose by \$103,181,531 above the preceding year.

REAL ESTATE TAX COLLECTIONS

During the 1958-59 fiscal year, 96.89 percent of all real estate taxes due was liquidated. This surpassed the previous record-high percentage of 96.64

achieved in the preceding fiscal year. Liquidations for the fiscal year amounted to \$918,419,985, more than \$5,300,000 above the receipts of \$864,857,959 for the preceding year.

The continuing high percentage of current real estate tax collections has been made possible by consistent application of the measures provided for under the *in rem* law. The *in rem* procedure, put into effect by the department in 1950, provides for judicial foreclosure of tax liens on real property on which taxes have been unpaid for at least four years. Continuous enforcement of the *in rem* law, with frequent and thorough recanvassing of all areas, has resulted in ever-increasing amounts of tax collections on previously delinquent property. Simultaneously, the number of foreclosures has steadily fallen. In 1959, action under *in rem* against 4,593 properties, resulted in payments of \$2,087,019 by owners of 4,085 properties. Only 508 properties had to be foreclosed. Both the total number of *in rem* actions, and number of foreclosures were reduced to new lows. Continued application of the *in rem* procedure is expected to reduce both delinquencies and foreclosures to an absolute minimum.

Sales last year of property previously foreclosed by the City also set a new record. A total of 2,323 properties were sold by the Department of Real Estate, for an aggregate sales price of \$21,201,694, almost double the 1958 figure of \$10,753,607. Since 1954, over 11,000 parcels have been returned to the tax rolls through sale by the City, for prices totaling \$82,827,319.

NEW COLLECTION METHODS INCREASE REVENUE

Improved collection procedures and methods of follow-up have played a large part in increasing compensating use tax yield. Only a small portion of the compensating use tax is remitted voluntarily. The greater part is obtained by systematic searching out of sales, and collection on an individual basis. The new techniques emphasize centralized investigation of all tax sources, registration of all taxpayers, and carefully scheduled follow-up of arrears and delinquencies, on a city-wide basis. These methods have had quick and dramatic results; revenues from the compensating use tax and sales tax have risen sharply.

In the 1958-59 fiscal year, the first full year in which the new procedures have been in effect,

compensating use tax collections amounted to \$4,061,911, an increase of \$1,193,471 over the 1957-58 fiscal year. The more than \$21,000,000 rise in sales tax receipts in 1959 is also attributable in part to the discovery and registration of tax sources by the new compensating use tax procedures.

The compensating use tax law provides that every resident of the City who purchases tangible personal property outside New York City for use in the City, if he did not pay a New York City sales or use tax to the vendor, must pay a 3 percent compensating use tax directly to the City. Penalties and interest are added if the tax is not paid within 20 days of the purchase. Tax returns, accompanied by the tax due, must be filed with the Department of Finance, in the purchaser's home borough.

REPORTS ON BUSINESS

Starting in June, 1959, for the first time in the City's history, quarterly reports containing comprehensive information about business in New York City were distributed to the public. The reports, which are free, provide up-to-date information, based on sales tax returns, on numbers of registrants and dollar sales in New York City and the five boroughs. Data are included on retailers, wholesalers, manufacturers, and service establishments. For retail businesses, statistics are categorized by industry groups and individual types of business.

The reports are compiled as a by-product of the sales tax operation of the department and entail virtually no additional expense to the City. The new reports, used by taxpayers, economists, businessmen, libraries, governmental agencies, and colleges and universities, were jointly devised by the Treasurer and the City Administrator.

INCREASED YIELD FROM INVESTMENTS

Revenue received from investment of City treasury funds not required for immediate expenditures, more than doubled in 1959. These cash balances, invested in time-deposits and short term obligations of the Federal government, earned interest amounting to \$1,090,591, an increase of almost 130 percent above the \$474,526 earned in 1958. By means of careful daily study of balance figures, a total of \$520,139,499 was invested and reinvested throughout the year; more than \$145,000,000 above

the total amount invested in 1958. The policy of reinvesting idle cash balances was initiated by the Treasurer in 1955.

REVENUE FROM PARKING METERS

Parking meter revenues increased again last year, as they have in every year since 1951, when the initial installation of 1,500 meters was made by the City. The collection, deposit and recording of parking meter receipts is a function of the depart-

ment. At year's end there were 53,926 meters distributed among 192 "on-street" areas and 12 "off-street" parking lots. Revenue received last year amounted to \$7,115,335.

Vandalism of parking meters had been a major problem in many areas of the City. Reversal of this trend was achieved for the first time last year. Following careful analysis and complete charting of the entire parking-meter operation, an increased cycle of collections was instituted in the worst areas. This has resulted in reduced vandalism.

Department of Licenses

DURING 1959 the Department of Licenses acted to provide increased protection for the public, first, by intensive inspection of licensed operations and second, through sustained activity against unlicensed persons and businesses competing with legitimate firms. The department last year issued 52,934 licenses, covering almost every type of business dealing with the public. Revenue from license issuance totaled \$1,805,808.

FRAUDULENT AUCTIONEERING ENDED

A systematic enforcement campaign has resulted in complete elimination of "phony" auction establishments in the Times Square section of the City. The drive, begun in 1958, after many persons had complained of being cheated, culminated in 1959 when the last of the auctioneers under surveillance went out of business. Detailed enforcement of all applicable statutes by the department's field force had made it impossible for the auctioneers—who had been selling inferior merchandise at exorbitant prices and employing "shills"—to remain in business. Since the Board of Standards and Appeals has ruled that no new applications will be accepted for the use of stores in this area as auction rooms, Times Square has now been permanently freed of this nuisance.

PARKING LOT CONTROL

A city-wide drive was begun last year to make all parking lots comply with the law. Numerous complaints of overcharging had been made by patrons of some lots. A principal offense was found to be misleading and improper wording of signs which enabled operators to charge excessive fees. Flagrant violations were discovered in the Coney Island and Rockaway Beach areas, where operators varied their fees with the weather, sometimes changing their rates daily or even oftener. These abuses have been ended by requiring that all lettering on parking-lot signs be of uniform size, and clearly and unequivocally worded. Fluctuating price schedules have been eliminated by strict enforcement of the regulation that the posted price schedule must be identical with the schedule on file in the department. An operator may file only a single price schedule for any lot.

MODEL AGENCIES UNDER SCRUTINY

A continuing concern of the Department of Licenses is the proper operation of the many kinds of employment agencies doing business in New York City. Last year, following new amendments to the General Business Law, permitting fuller

inspection of agency records, a survey and audit of all types of model agencies was undertaken. The survey disclosed that existing practices of some of these agencies were detrimental to the interests of their clients. After a public hearing, the department promulgated new and stricter rules governing these agencies, which provide increased protection for the general public and for models using the agencies' services.

PROTECTION AND ENFORCEMENT

Operating efficiency of the field inspection force was increased last year by the adoption of standardized performance reporting, and by the elimination of specialized assignments. Using the additional manpower made available, the department initiated a city-wide block-by-block survey of licensees. The project will include inspections for every one of the more than 50,000 business and

enterprises operating under the 79 different types license issued.

Other large-scale inspections carried on last year included:

- Pawnbrokers—to enforce compliance with laws governing protection of goods and property offered by borrowers as collateral on loans.
- Movie Theaters—to make certain that all matrons supervising the sections set aside for unescorted children, were fully accredited and were performing their duties properly.
- Bowling Alleys—to determine that minors using the alleys are under proper supervision at all times.
- Amusement Places—to enforce removal of misleading signs and advertising.
- "Going-out-of-Business" Sales—To eliminate fraudulent sales and signs, and to insure that licensed sales of this type are legitimately conducted.

Department of Labor

THE MEDIATION of labor disputes affecting the public's health and welfare, extension of municipal labor relations practices and intensified efforts with the problem of worker exploitation, highlighted the work of New York City's Department of Labor in 1959.

MEDIATION SERVICES

The department provides mediation services to labor and management in private industry and in municipal government, and also acts to resolve conflicts bridging these two areas.

Mediation differs from other methods of settling labor-management disputes because it is completely voluntary throughout all its stages. It cannot be undertaken without the consent of both parties and cannot continue without their active participation. The mediator frequently finds his services called upon when a strike deadline has been set or a strike is already in progress.

In 1959 the department intervened in disputes

in a wide variety of private industries. In the early part of the year a strike by cemetery workers was brought to an end through the mediation efforts of the department. Gas service in Brooklyn was endangered by a threatened strike of employees of the Brooklyn Union Gas Company. Department mediators prevented any interruption in this essential service by resolving the dispute with the affected parties.

A major area of mediation by the department was in the hospital field. A strike in 37 privately-owned hospitals was averted when agreement was reached after intervention by department mediators. The department was also active during a six-week strike against voluntary, non-profit hospitals. Its efforts, in conjunction with those of a special Mayor's Committee, formed to mediate the dispute, prevented extension of the strike to other hospitals. Settlement of this strike has set a tentative pattern upon which it will be possible to develop sound labor-relations practices in this vital field.

At year's end, the department took action to meet threats of work stoppages in the public and private transportation industries. Agreement between labor and management in the private bus industry prevented any loss of service to the riding public. A contract dispute between the Transit Authority and the Transport Workers Union was resolved before a strike deadline. In this instance the department brought together the disputing parties, paving the way for a settlement of differences.

Other labor disputes for which the department provided mediation services during the year were in the shipping, contracting, building construction, bakery, restaurant and private sanitation industries.

EXPLOITATION OF WORKERS

The work of the Mayor's Committee on Exploitation of Workers was expanded during the year. The Committee consists of representatives of industry, trade unions, government agencies and religious leaders of the three faiths. The Committee was formed to combat exploitation of Puerto Rican and Negro workers by unscrupulous unions and employers. At the close of the year, the Committee was developing a training and education program in conjunction with industry, trade unions and the Board of Education in an effort to promote the skills and productivity of these workers.

MUNICIPAL LABOR RELATIONS

In 1958 procedures were provided for City employees to join organizations of their choice to represent them in dealing with City officials and agency administrators. City employees may select, by majority vote, an exclusive bargaining agent to negotiate terms and conditions of employment and to process grievances through established machinery. These procedures are administered by the Department of Labor, which certifies bargaining representatives and protects the employees in the exercise of their rights.

The past year saw a vastly increased application of these procedures. During the year 43 certificates of representation were issued to organizations of City employees. These organizations represent 30,000 civil service workers.

SALARY AND CLASSIFICATION APPEALS

During the year, the Salary and Classification Appeals Boards continued hearing complaints filed by City employees and departments.

The Salary Appeals Board recommended upgradings for 230 classes of positions. As a result of Classification Board recommendations, 29 new titles were added to the career and salary plan. In addition, 210 appeals for the reclassification of individual positions were approved.

TRAFFIC, TRANSPORTATION and the PORT

Traffic

Transit Authority

Marine and Aviation

Arterial Highway System

Triborough Bridge and Tunnel Authority

Traffic Department

ON A TYPICAL business day, more than 500,000 motor vehicles, carrying more than 1,000,000 persons, enter Manhattan below 60th Street.

During 1959, the Department of Traffic was engaged in a variety of activities to provide for safer and more expeditious movement of people and goods. Among these activities were:

- Extension of Operation Crosstown to five more midtown Manhattan streets.
- Expansion of off-street parking facilities by 60 percent.
- Installation of the City's first radio-controlled traffic signal system.
- Installation of new traffic lights at 353 intersections.

OPERATION CROSTOWN EXTENDED

The time of the average crosstown trip on five mid-Manhattan streets was reduced 30 percent with the extension of Operation Crosstown. The new boundaries now take in the areas from 43rd to 47th Streets and from Eighth to Third Avenues. Mid-block congestion was greatly cut on these streets. This plan provides two lanes of moving traffic by prohibiting standing of vehicles on the north side of these streets from 8 a.m. to 1 p.m., and on the south side from 1 p.m. to 7 p.m.

PARKING

During 1959, over 77,000,000 hourly parkers used the City's 53,926 meters. Revenue from these meters totaled \$7,115,335.

The capacity of the City's off-street parking system was increased 60 percent, to accommodate 2,500,000 motorists annually in 14 off-street parking fields. The six facilities opened to public use in 1959 are:

Rega Park, Queens, Toll Field	860 spaces
Rega Park, Queens, Metered Field	287 spaces
Bedford-Snyder, Brooklyn, Field	120 spaces
East New York, Brooklyn #1 Field	107 spaces
Jamaica, Queens, Northeast #2 Field	242 spaces
Jamaica, Queens, Northeast #3 Field	295 spaces

PARKING METER ENFORCEMENT

In September, a parking meter enforcement division was established in the Traffic Department. It will begin operations in mid-1960, employing female parking officers to enforce meter regulations. Plans for training this enforcement staff were made during the year.

SAFETY EDUCATION

Three separate safety campaigns were conducted in 1959, each designed to combat particular seasonal hazards.

In February, a drive was conducted to counter-

act jay-walking. Special efforts were made to get pedestrian compliance with traffic safety measures. The campaign featured public-service announcements on radio and television and in newspapers, and widespread distribution of warning leaflets. Special citations were presented to individuals and organizations cooperating in traffic safety work.

A pedestrian safety education campaign was staged in June. As part of this undertaking, 550 pedestrian "WALK" signals were installed throughout the City.

In December, a "safe holiday season" campaign was initiated to alert the public to the increased traffic hazards of the holiday season. More than 1,000 civic organizations and newspaper, radio and television media were enlisted for the campaign. Posters, pamphlets and car-cards were also distributed.

TRAFFIC CONTROL IMPROVEMENTS

Research in radio-controlled signaling by the department has resulted in letting of contracts for

the City's first radio-controlled traffic signal system. Installation and operation is scheduled for early 1960 on a six-mile section of Hillside Avenue from Queens Boulevard to the City line in Queens. This avenue has heavy inbound traffic in the morning and heavy outbound traffic in the evening. Radio-controlled signal timing will result in a more efficient utilization of such streets through the instantaneous adaptation of traffic signals to changing traffic flow, from a single control center.

An analysis of traffic on Third and Lexington Avenues in Manhattan, made during the year, indicated the desirability of converting them to one-way operation. The one-way conversion program begun in Manhattan has proved so beneficial that it has been extended to Brooklyn. Changeover to one-way operation of 2½ miles on Dekalb and Lafayette Avenues, from Bushwick Avenue to Fulton Street, resulted in substantial reduction in delay time, through elimination of unnecessary stops.

New York City Transit Authority

IN 1959 THE SUBWAYS and buses operated by the New York City Transit Authority carried 1,749,899,588 passengers. This was a 12,742,590 increase over 1958.

Revenues collected from passengers increased \$1,635,638 to a total of \$254,107,750. In addition, the City granted to the Authority \$3,837,825 as the difference between full and partial fares paid by school children.

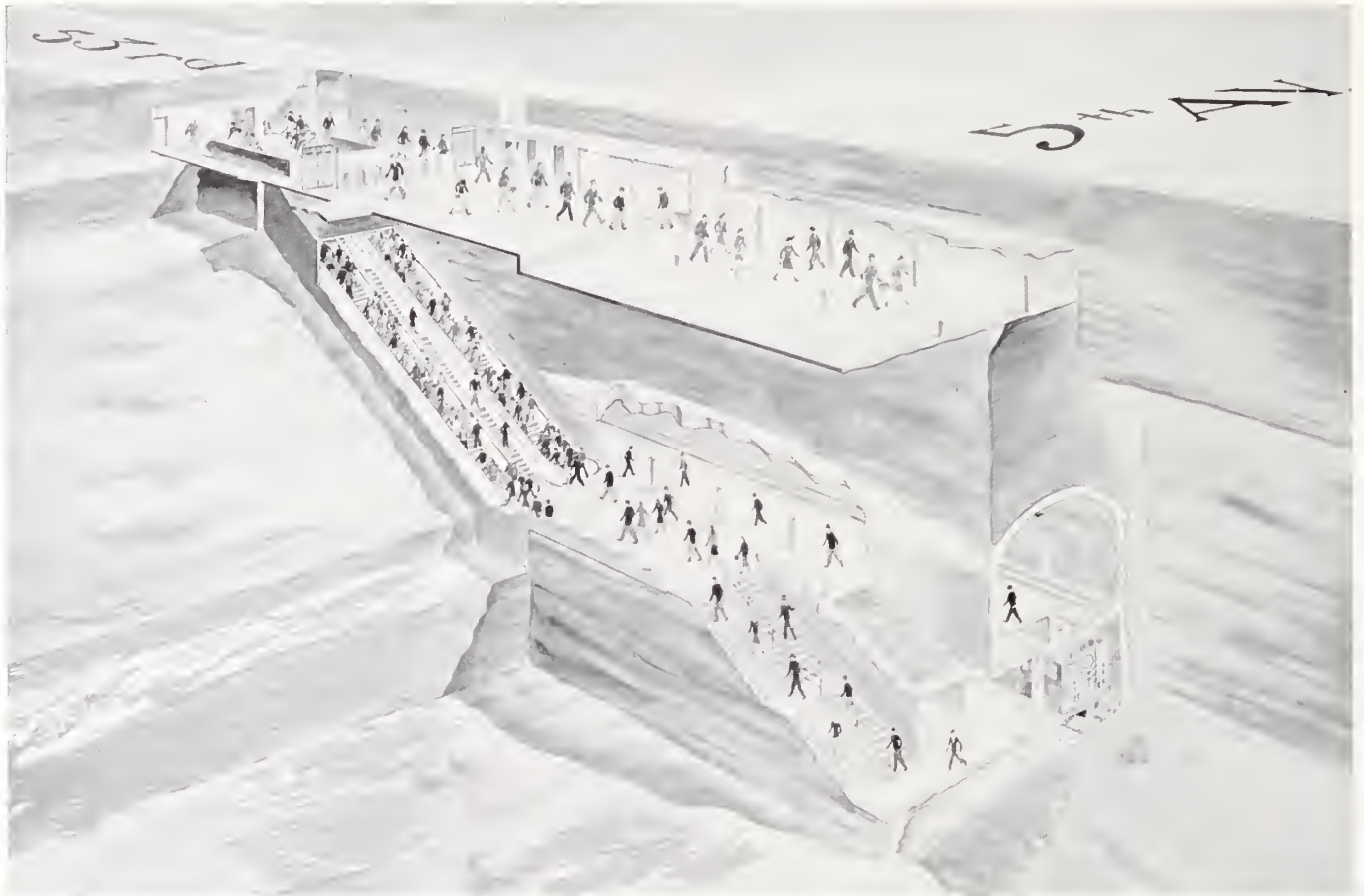
The greater use of transit facilities in 1959 has been attributed to the improvement in business conditions, a further increase in school children using transit facilities, addition of new transit services, and the frustration of persons formerly

using private automobiles on the heavily congested city streets who are now returning to public transit.

Among the new services provided in 1959 by the Transit Authority was a special train to the Aqueduct race track. A direct express train to the track was used by 147,000 passengers in the fall season. An additional 800,000 used regular subway service to and from the track.

MODERNIZATION AND IMPROVEMENT

During the year the Board of Estimate appropriated \$84,342,000 for capital improvements in the transit system. These included the following major projects:



As part of its efforts to provide better service to the riding public, the Transit Authority is replacing four escalators at the Fifth Avenue station of the IND—Queens line. The new escalators will be twice as wide as the old ones, as shown here in an architect's rendering.

Purchase of 230 BMT-IND cars, 100 IRT cars and modernization of 200 BMT and 200 IND cars	\$41,774,000
Construction of IRT Express station at 59th Street and Lexington Avenue	6,381,000
Reconstruction and lengthening of Brooklyn Bridge Station	6,098,000
Purchase of 190 diesel buses	4,998,000
Modernization of signals, IRT Lexington Avenue Line, 42nd to 86th Street	3,295,000
Installation of new contact rail, BMT-Brighton Beach Line and IRT-White Plains Road Line	3,242,000
Construction of new bus garage at Fresh Pond Road, Queens	1,968,000
Fluorescent lighting of 41 subway stations	1,322,000

Projects previously approved, for which bids were being received as the year ended, include contracts for the lengthening of seven IRT-Lexington Avenue line subway stations and 13 IRT elevated stations on the Jerome Avenue and White Plains Road lines. These total \$5,100,000.

During the year work continued on the Chrystie Street connection between the BMT lines crossing

the Manhattan and Williamsburg Bridges and the IND-Houston Street line. Completion of this connection is scheduled for the spring of 1962. Work also progressed on the reconstruction of the DeKalb Avenue BMT station. This improvement will increase train capacity, eliminate grade crossings, and improve station facilities. It will be completed in the summer of 1960.

In February high-speed, eight-car local service on the IRT-Broadway line went into operation. This new service was made possible by the acquisition of new cars and the lengthening of station platforms between Times Square and 96th Street.

Improvements are also underway on the IRT Lexington Avenue line. A new escalator at the 59th Street station was built during the year. In 1959 work began on the construction of a new express station at 59th Street, to be connected to the present IRT and BMT stations. This project will

cost \$6,381,000 and will relieve congestion at Grand Central station and other express stations on the Lexington Avenue line. In May reconstruction of the Brooklyn Bridge station on the Lexington Avenue line began.

During the year 190 new diesel buses were placed in operation in Brooklyn and Manhattan. In March construction started on a new garage on Fresh Pond Road in Queens.

SUBWAY POWER PLANTS

On March 12, the Board of Estimate approved contracts for the sale of the City-owned, Transit Authority-operated power generating plants. At a public auction on May 19 a bid of the Consolidated Edison Company for the plants was accepted. The

company took possession on August 1. The contract provided for the continued employment by Con Ed of all personnel engaged in the operation of the plants, and for supply of power at fixed rates for ten years with provisions to protect against disproportionate rate increases during a second 10-year renewal period.

TRANSIT SURVEY

At year's end I asked the City Administrator to make a top-to-bottom survey of what the City's needs are with respect to transit; and to give me a complete report on what should be included and what facilities are needed to make a thorough-going study of transportation in the City. That study should give us a comprehensive plan for dealing with the City's transportation problems.



During the year the Board of Estimate appropriated \$84,342,000 for capital improvements in New York City's transit system. The Transit Authority used \$4,998,000 of this amount for the purchase of 190 new diesel buses which were placed in operation in Brooklyn and Manhattan.

Marine and Aviation

THE DEPARTMENT of Marine and Aviation serves three major functions.

First, it is a real estate operating agency of first magnitude, managing City-owned waterfront properties valued at \$350,000,000.

Second, in its operation and administration of ferry services, transporting over 25,000,000 people a year, it is a municipal transportation agency.

Finally, it is a regulatory agency of City-wide jurisdiction, exercising supervisory powers over the entire 578 miles of waterfront within the City's limits, including both municipally and privately-owned sections.

During 1959, the department was deeply engaged in its massive task of rebuilding the waterfront. This redevelopment program is being financed by the City, pursuant to the State Constitution, outside the municipal debt limit.

NEW TERMINALS BUILT

Completed were two new steamship terminals in Brooklyn: a pier for Moore-McCormack Lines at 23rd Street and Gowanus Creek, and a facility for Farrell Lines at 35th Street and Gowanus Bay.

Opened in September, the new pier at 23rd Street and Gowanus Creek has been leased to Moore-McCormack Lines for fifteen years. The shipping firm has consolidated all of its port freight operations at the new terminal. Construction of the pier was completed six months ahead of schedule; its total cost of \$6,500,000 was \$1,000,000 below the original estimate. The annual rental paid to the City is 6½ per cent of the total project cost including construction and site acquisition.

The second new terminal built on the Brooklyn waterfront was completed in December. The new pier is 1,740 feet long and 175 feet wide, making it the longest finger pier in New York Harbor. In addition to accommodating three ocean-going ships, the \$3,600,000 pier has additional berthing space for a minimum of fifteen cargo lighters and barges. Annual rental is set at \$292,320.

Also completed in 1959 were a \$300,000 office and warehouse building for Farrell Lines at 33rd

Street, Brooklyn, and a new \$1,000,000 upland cargo shed for the Luckenbach Steamship Company, at 37th Street, Brooklyn.

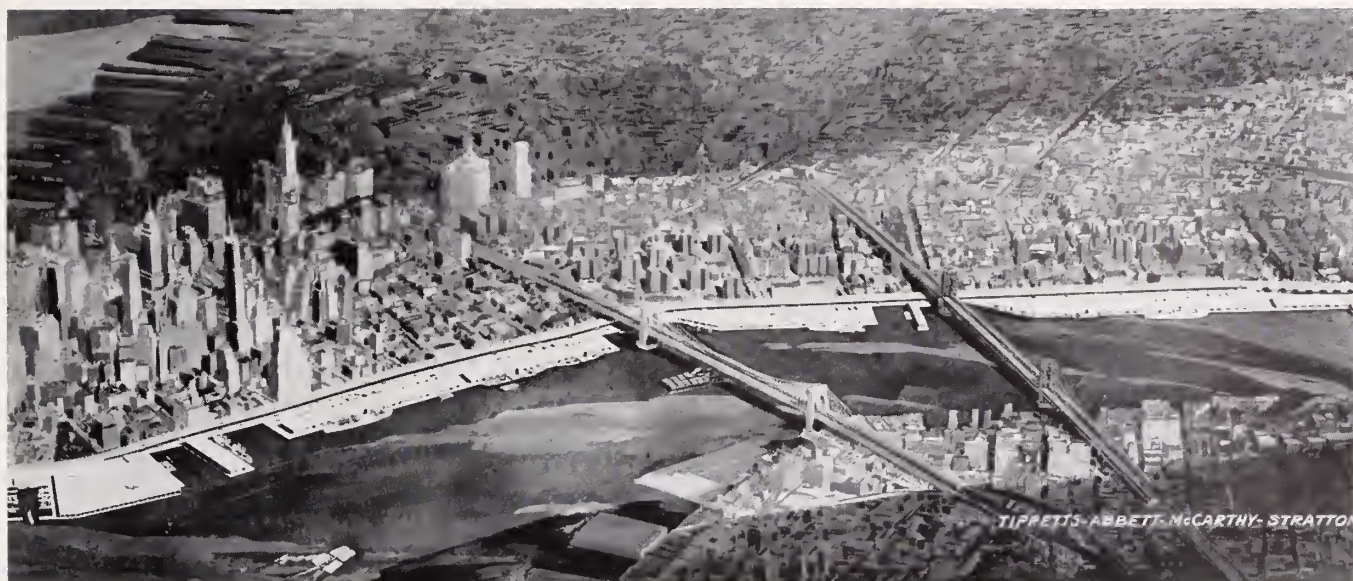
WORK IN PROGRESS

At year's end, work was underway on other piers and terminals.

Work on the largest commercial pier ever to be built in the port of New York, Pier 40 at Houston Street, North River, moved closer to completion last year. Substructure and cargo deck construction was completed; framing for the superstructure was begun. Completion of the entire terminal, which is being built for the Holland-America Line at an estimated cost of \$18,723,000, is set for early



The 35th Street Pier in Brooklyn, at the entrance of Gowanus Bay, is the second shipping terminal completed in the Department of Marine and Aviation's 5-year Waterfront Redevelopment Program. It is 1,740 feet long and 175 feet wide, the longest finger-type pier in the port. The original pier was destroyed by fire in 1956 and was rebuilt at a cost of \$3,600,000.



View of Manhattan's East River waterfront from the Battery to Corlears Hook, as it would look upon completion of proposed \$40,000,000 redevelopment project by Department of Marine and Aviation. This section of the harbor, the historic center of the port since colonial days, has received no substantial new construction in over fifty years. Rebuilding plans call for seven self-sustaining freight ship terminals, and a marina and heliport (bottom left) to serve the downtown financial district. The 1960 Capital Budget allocates \$3,516,000 for plans and construction of four new piers in this section of the harbor.

1961. Upon its completion, Holland-America will transfer its freight and passenger operations from Hoboken, New Jersey, where it has been for over 70 years. The transfer to Pier 40 will mark the greatest single addition to New York City's maritime economy in the City's history. The lease of Pier 40 to the Holland-America Line provides for annual rent at 6½ per cent of the actual cost of construction up to a maximum rental of \$1,216,955 yearly. The lease is for a 20-year term and may be renewed for an additional ten years.

Rapid progress was made in construction of a new four-berth, \$10,600,000 terminal at 39th Street and Gowanus Bay, Brooklyn, to be occupied by the Mitsui Line. Clearing of the site was finished in May; at year's end substructure work was 60 per cent completed, several months ahead of schedule. The new facility, one of the largest freighter terminals in the world, is expected to be ready for occupancy by mid-1961. Under its lease, the Mitsui Line will pay an annual rent, to a maximum of \$688,970, based on 6½ per cent of the project's actual cost.

Construction of a new \$1,000,000 cargo shed for the Isbrandtsen Lines at 29th Street and Gowanus

Bay, Brooklyn, began in February and was well advanced at year's end. After clearance of the site, foundations were placed, and steel shed framing was nearly completed. The new shed will be combined with the modernized 29th Street pier to provide a greatly enlarged and more efficient Isbrandtsen Terminal. For occupancy of the entire integrated terminal, Isbrandtsen will pay a total estimated rental of \$192,500 yearly.

WATERFRONT PLANNING

Port planning made progress last year in two widely-separated areas of the City: lower Manhattan and Staten Island. Results were published of a survey made of the mile-and-three-quarter section of waterfront along the East River from the Battery to Corlears Hook. This section of the East River was for three hundred years the traditional heart of the port. However, no substantial new construction has taken place in the area for over fifty years. Plans developed from the survey call for complete rebuilding, at a cost of \$40,000,000, to include construction of new freight terminals, a marina and a heliport. A ma-

major feature of the redevelopment is the proposed widening of the marginal street along the entire pier area to create a new four-lane roadway onshore of the East River Elevated Highway. Purpose of the new roadway is to improve over-all urban and waterfront traffic flow and to assure uncongested truck access to all waterfront facilities.

Board of Estimate action at year's end furthered realization of the plan by endorsing as capital projects several of the individual developments proposed, including new terminal projects in the survey area for the Belgian Line, the Bowater Paper Company, Standard Fruit and Steamship Company, and the Venezuelan Line.

In December initial action was taken to prepare for the expected maritime resurgence of Staten Island resulting from completion of the Verrazano-Narrows Bridge. Construction of the bridge got under way during the year. Submitted for Board of Estimate approval were plans for a comprehensive study of the Staten Island waterfront to include piers, adjacent uplands and roadways, connecting highways, bridges, railroad and ferry facilities.

The City-owned waterfront properties extend from Pier 6 to Pier 18. This waterfront area is unique in the City because of the substantial upland areas adjacent to the piers and pier-side rail connections. Full development of the piers has been hampered by lack of arterial highway connection with the rest of the City. Completion of the Verrazano-Narrows Bridge will provide this essential link.

NEW LEASES

The Board of Estimate last year approved a lease with the Gulf Oil Corporation providing for the construction of a combined marina, seaplane base and over-water 500-car parking garage, adjacent to the East River Drive viaduct between East 18th and 23rd Streets.

The 20-year lease provides for an initial rental of \$50,000 annually plus 6½ per cent of the actual cost of the marina, seaplane base and parking garage construction, but not less than \$130,000 annually.

The new multi-use facility will help meet the ever-increasing demand for small boat accommodations. Initially, 38 berths will be provided, with more to be developed. In addition, a large increase in parking facilities will be provided for the heavily-populated Peter Cooper Village-Stuyvesant

Town area. A part of the project of interest to aviation is the development of a modern and effective new seaplane base at the 23rd Street, East River site, which has for many years been a landing and takeoff site for seaplanes.

As an additional benefit of the City's sale in 1959 of its power plants to Consolidated Edison, two piers, formerly occupied rent-free by the Transit Authority, were leased to the private utility. In March the Board of Estimate approved a ten-year lease with Consolidated Edison for use of Pier 98 at West 58th Street. Basic rental is \$71,412 yearly, plus tax on the property, assessed at \$1,250,000. In the same month the Board of Estimate approved a ten-year lease of the bulkhead at 73rd to 76th Streets on the East River. Consolidated Edison will pay an annual rental of \$27,112 plus tax on the property, assessed at \$375,000.

MUNICIPAL FERRIES

The Department of Marine and Aviation is responsible, under the City Charter, for the operation of the several municipal ferry services. During 1959 Department ferryboats transported 24,431,869 passengers and 1,710,787 vehicles between Whitehall Terminal, Manhattan and the St. George Terminal, Staten Island, a distance of five miles across Upper New York Bay. The 1959 figures show a pronounced rise over 1958—23,722,256 passengers and 1,683,018 vehicles. The upward trend is expected to continue and accelerate with the growth of Staten Island stimulated by the development of the Narrows Bridge.

Institutional ferries operated by the Department to and from Rikers, North Brother and Hart Islands, carried 634,088 passengers and 64,391 vehicles in 1959. Round trips made numbered 9,604, covering a total distance of 7,080 miles. Seven boats were employed in the institutional ferry service.

2,126,822 passengers and 2,713,610 vehicles were transported in 1959 on the 69th Street, Brooklyn-St. George, Staten Island run. The 69th Street, Brooklyn Ferry Corporation operates this ferry, using boats and terminals leased from the City, under the supervision of the Department. Service on this run, which is at present the only direct link between Brooklyn and Staten Island, will be discontinued when the Narrows Bridge is completed.

TRAFFIC CONTROL

Cooperative action among three City agencies, the Department of Marine and Aviation, and the Police and Traffic Departments, was taken to relieve traffic congestion in the marginal streets adjoining the lower East River waterfront area. Dual pur-

pose of the move was to speed up traffic flow on these streets and to improve efficiency of truck loading and unloading operations in the pier areas. Enforcement and control measures taken included elimination of illegal parking, installation of directional signs, and renting of prescribed marginal street areas for essential parking.

Arterial Highway System

THE OFFICE of the City Construction Coordinator has as its major responsibility the scheduling and coordinating of the City's vast highway construction activities. With the aid of State and Federal funds, the City is developing a system of arterial highways, encircling and traversing the five boroughs, to meet the demands of the motor age.

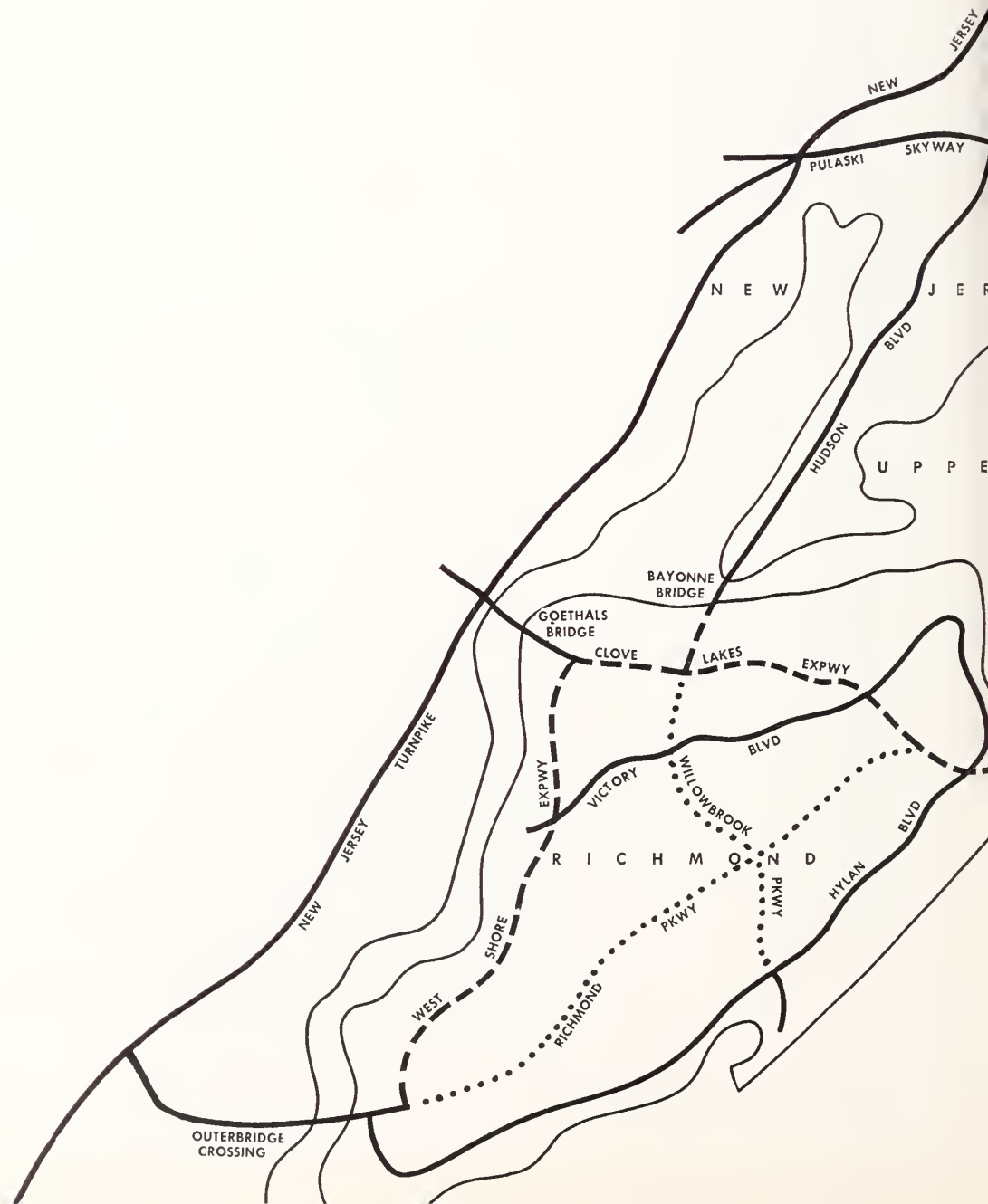
The length of the arterial highway system now in use totals 165 miles. Another 33 miles of highways were under construction in 1959, while an additional 63 miles of new highways were in the study and design phase.

Of the 254 miles of New York City's arterial highway system, 100 are in the Interstate System and 154 in the Urban System. Federal highway law

The Expressway approaches to the Verrazano-Narrows Bridge are being built as part of the Interstate Highway System. In 1959 the entire right-of-way for these approaches was acquired. The first contracts for construction of these approaches were to be let at the beginning of 1960. They will be completed when the bridge itself is ready for traffic in 1965. Construction of the bridge will tie Staten Island more closely to the remainder of the city, and will bring swifter transportation to the entire metropolitan region.



With the aid of State and Federal funds New York City is developing a system of arterial highways to meet the demands of the motor age. 165 miles of this system are currently in use. During 1959, 33 miles of highways were under construction while an additional 56 miles were in the study and design phase.





provides that 90 percent of the cost of acquiring and building the Interstate System be paid by the Federal government and the remainder by the State. Costs of acquisition of the property for urban highways is shared equally by the State and the City. Construction cost is shared equally by the State and Federal governments.

New York City pays for half the cost of relocating tenants residing in the rights of way. In the case of the approaches to the Throgs Neck Bridge and the Verrazano-Narrows Bridge, the Triborough Bridge and Tunnel Authority has assumed the cost of tenant relocation.

During 1959 work completed on the development of the City's arterial highway system was

valued at \$30,364,000. A total of \$114,789,000 worth of construction, design and planning, begun prior to last year, was still underway at year's end.

Highlights of progress in the highway program during 1959 include the following:

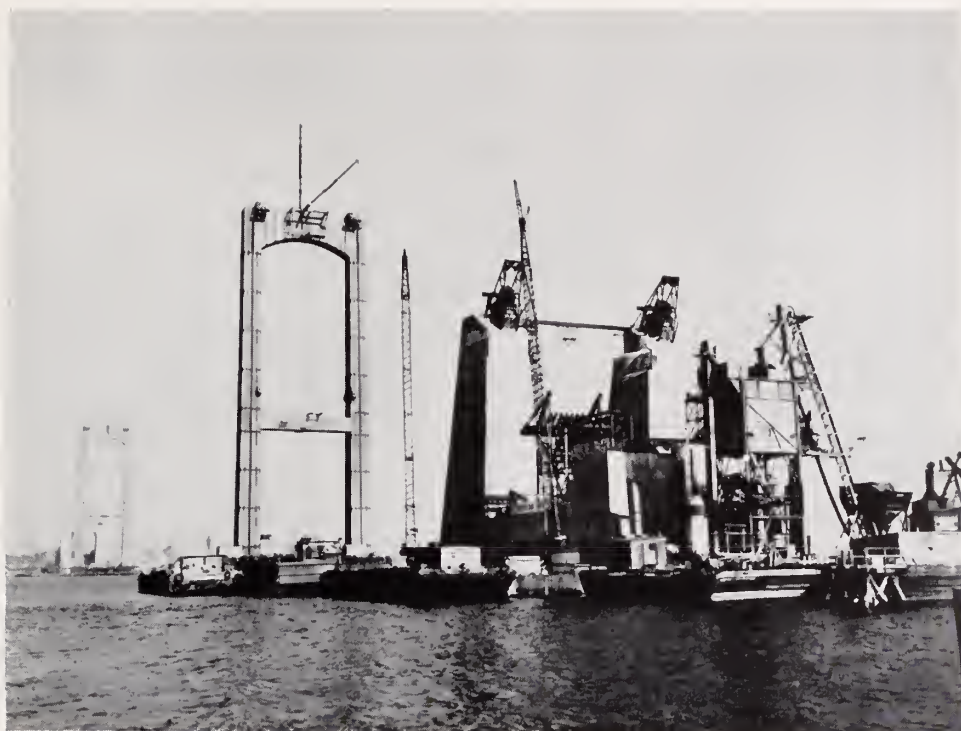
CROSS-BRONX EXPRESSWAY

Nearly 1,600 families residing within the right-of-way of the remaining section of the Cross-Bronx Expressway, between Anthony Avenue and the Harlem River, were relocated in 1959.

Contracts for the unfinished sections of the expressway, including construction of the Alexander Hamilton Bridge across the Harlem River to con-



Construction of the Trans-Manhattan Expressway is being undertaken by the Port of New York Authority in connection with the addition of a lower deck to the George Washington Bridge. The Expressway will include a 12-lane road between W. 178th Street and W. 179th Street in Manhattan. Tenant relocation in connection with the Expressway was completed in 1959, and construction has begun.



The Throgs Neck Bridge was placed under construction in 1957. Since then all major contracts have been let. The towers and anchorages are now complete. Spinning of the 13,300 miles of wire, from anchorage to anchorage, was scheduled to begin on March 15, 1960. The bridge is expected to open to traffic in January 1961. Its estimated cost will be \$92,000,000.

nect with the Trans-Manhattan Expressway and to the approach to the George Washington Bridge, are expected to be let in 1960 and 1961.

MAJOR DEEGAN EXPRESSWAY

Major Deegan Boulevard, between Park Avenue and the Triborough Bridge, is under reconstruction to conform to Federal highway standards. A \$5,100,000 contract for the section between Park Avenue and St. Ann's Avenue in the Bronx was 60 percent finished at the end of 1959.

BRUCKNER EXPRESSWAY

The Bruckner Expressway will extend from the Triborough Bridge to the New England Thruway. During 1959 work on the six-lane elevated section from 141st Street to Lafayette Avenue was advanced. This \$12,750,000 construction was 90 percent completed at year's end.

An \$8,954,000 contract for building the easterly section of the expressway, between Layton Avenue and the New England Thruway, was let during the year and construction begun.

THROGS NECK EXPRESSWAY AND CROSS-BRONX EXPRESSWAY EXTENSION

Three hundred and eleven families residing within the Throgs Neck Expressway's right-of-way were relocated early in 1959. Demolition of the buildings has been finished. At the request of their owners, eleven dwellings were moved to nearby locations.

Contracts totaling \$13,973,000, for clearance and construction, were let during the year, with construction 50 percent complete. Opening of the Throgs Neck Expressway and the Cross-Bronx Extension is scheduled to coincide with the opening of the Throgs Neck Bridge in 1961.

TRANS-MANHATTAN EXPRESSWAY

Construction of the Trans-Manhattan Expressway is being undertaken by the Port of New York Authority with Federal and State aid in connection with the addition of a lower deck to the George Washington Bridge. The new lower deck will add six lanes of vehicular traffic. In Manhattan it in-

volves the construction of a 12-lane highway in the block between West 178th Street and West 179th Street. The expressway will extend from the George Washington Bridge to Amsterdam Avenue, where it will connect with the Cross-Bronx Expressway and Major Deegan Expressway, via the future Alexander Hamilton Bridge and the Harlem River Drive. Connection will also be provided with the Henry Hudson Parkway. A bus terminal is to be built over the expressway between Pinelux and Wadsworth Avenues. Total cost of the project is estimated at about \$182,000,000, of which \$70,000,000 will be for the Trans-Manhattan Expressway.

All tenants along the expressway's right of way were relocated in 1959. Work valued at \$24,000,000 was underway during the year.

CLEARVIEW EXPRESSWAY

All of the work on the 4.4 mile Clearview Expressway, from 73rd Avenue north to the Throgs

Neck Bridge in Queens, was in full progress in 1959. Work on construction contracts amounting to \$21,749,000 was underway at the end of the year.

LONG ISLAND EXPRESSWAY

During the year 1.5 miles of the Long Island Expressway, from Parsons Boulevard to 192nd Street, Queens, was opened to traffic. The New York City section of the expressway is now in use for almost its entire 13-mile length, from the Queens Midtown Tunnel to the Nassau County line. A $\frac{3}{4}$ mile gap between 192nd Street and 207th Street, involving an interchange with the Clearview Expressway, is under construction.

BROOKLYN-QUEENS EXPRESSWAY

At the end of 1959 the remaining gap in the 6.2 mile Brooklyn section of this interstate highway was closed. The \$15,000,000 Park Avenue viaduct,



Work on the Verrazano-Narrows Bridge, which will link Staten Island and Brooklyn, began in August and is scheduled for completion in January, 1965. The Triborough Bridge and Tunnel Authority, which is building the Bridge, estimates its total cost at \$320,000,000. Work on the bridge officially began on August 13. Contracts for the construction of the 690-foot steel towers and for the cables, containing 142,500 miles of wire, were to be let in 1960.

between Concord Street and Flushing Avenue, was opened to traffic in January, 1960.

PROSPECT EXPRESSWAY

Another section of the Prospect Expressway, between Sixth Avenue and Tenth Avenue, Brooklyn, was opened to traffic in 1959, extending it from Gowanus Expressway to Tenth Avenue. Work between Tenth Avenue and Greenwood Avenue was nearly finished at the end of 1959.

GOWANUS EXPRESSWAY

Title to the right-of-way of the Gowanus Expressway was acquired in April at a cost of \$13,900,000, marking full acquisition of the land for the Brooklyn highway leading to the Verrazano-Narrows Bridge. Eight hundred fifty tenants within the Third Avenue widening were relocated at a cost of \$460,000. Tenants within the right-of-way, be-

tween 60th Street and 92nd Street, were being relocated during the year with 807 of a total of 1,684 families moved from the area.

ACCESS TO THE WORLD'S FAIR

The proposal for a World's Fair in Flushing Meadow Park in 1964 has necessitated an advance in the City's highway construction timetable. Improvements advanced include widening of Grand Central Parkway, Whitestone Expressway, Northern Boulevard between the Whitestone Expressway and Grand Central Parkway; and extension of Van Wyck Expressway.

These improvements will provide easy access to the Fair. Other arterial facilities now under construction will be in operation before the Fair opens. These include the Throgs Neck Bridge and its approaches; the second deck of the George Washington Bridge and its approaches; the Cross-Bronx Expressway and the Long Island Expressway into Suffolk County.

Triborough Bridge and Tunnel Authority

DURING 1959 the Triborough Bridge and Tunnel Authority concentrated its efforts on two new major river crossings for New York City—the Throgs Neck Bridge and the Verrazano-Narrows Bridge.

The Throgs Neck Bridge is expected to open to traffic in January, 1961 and will cost \$92,000,000. Towers and anchorages for this suspension bridge are fully built. Spinning of the 13,300 miles of wire, from anchorage to anchorage, was scheduled to begin March 15, 1960.

On August 13 work began on the Verrazano-Narrows Bridge, linking Brooklyn and Staten Island. Construction contracts let during the year totaled \$41,000,000. The total estimated cost of the bridge is \$320,000,000. The expressway approaches to the bridge are being built as part of the Interstate Highway System. The entire right

of way for these approaches has been acquired. The first contracts for construction of the expressway approaches, both in Staten Island and Brooklyn, were to be let at the beginning of 1960. The approaches will be completed and available for traffic when the bridge itself is opened in 1965.

TRAFFIC VOLUME

The total number of vehicles using facilities operated by the Triborough Bridge and Tunnel Authority during 1959 reached a record total of 153,708,939, a 2.1 percent increase over 1958.

New traffic peaks were recorded at the Bronx-Whitestone Bridge, the Marine Parkway Bridges, and the Queens Midtown Tunnel. Traffic at the Brooklyn-Battery Tunnel and the Henry Hudson Bridge dropped slightly during the year.

OTHER TRIBOROUGH FACILITIES

The Triborough Bridge and Tunnel Authority also operates the New York Coliseum, the Battery Parking Garage and the East Side Airlines Terminal.

The Coliseum with its exhibition hall, parking garage and office building, increased its activities during the year. The office building is fully occupied, gross receipts from the garage increased 32 percent over 1958, while income from the exhibition hall increased 28 percent.

Goals for 1960

In each of my annual reports, it has been my practice to set the goals toward which we would move during the year. These goals do not encompass all of our objectives. They rather emphasize major targets at which our activities should be aimed.

For 1960, we have established the following goals:

Charter Revision: To advance our efforts for a revised charter that will make for more efficient government.

Housing Progress: To press our campaign for more and better housing in all income brackets and for elimination of slums. This will require a great many actions, among them:

- a. Implementing the recommendations of the Special Adviser on Housing and City Renewal for centralizing and streamlining the City's functions, policies, plans and operations in the fields of tenant relocation, slum clearance, neighborhood conservation, and publicly-aided private housing.
- b. Speeding work on the 20-block West Side Urban Renewal Project initiated in 1958. A preliminary plan for the area has been approved by the Board of Estimate. Preparation of a final plan was under way at year's end.
- c. Rigorous enforcement of the legislation enacted by the City Council, to eliminate single-room occupancy by families in tenements and rooming houses.

- d. Providing additional incentive and assistance to enable private enterprise to participate more fully in the task of supplying adequate housing. One item in this objective is our proposed legislation enabling the City to make loans for the rehabilitation of multiple dwellings.
- e. Obtaining legislation which would authorize the City to make necessary repairs in deteriorated dwellings, and act as receiver for rents as reimbursement.

Transit and Transportation: To prepare a comprehensive plan for dealing with the City's transportation problems, and particularly with the recurring crises attendant upon contract negotiations with representatives of the Transit Authority's labor force.

What is the City's responsibility for subsidizing mass transit? Where does that responsibility end?

What is the responsibility of the State government, which created the Transit Authority?

What are the possibilities of coordinating or consolidating mass transportation facilities of all kinds?

What new methods can be developed for financing mass transit?

To get answers to such questions, I have directed the City Administrator's office, in the first instance, to give me a complete report on what should be included and what facilities are needed to make a thoroughgoing study of transportation in the City. When this first phase is completed, we will

set in motion the necessary machinery for working out solutions.

Zoning Resolution: To move forward on a master plan for the zoning of New York City. The people of the City will have the fullest opportunity to express their views on the proposed new master zoning plan before final action is taken.

Industrial Parks: To speed adoption of a plan for the development of industrial parks as an incentive for industry to remain and for new industries to establish themselves here. As a step toward achieving this goal, we are planning to develop the Flatlands Industrial Park in southeast Brooklyn. This Park is the first large-scale industrial development sponsored by the City.

Industrial Development: To work out a Master Industrial Development Plan. The purpose of the plan is to meet problems caused by submarginal industries leaving the City, and to coordinate efforts for locating more suitable high-wage industries here.

West Side Market Relocation: To speed removal of the wholesale fruit and produce market from the badly congested area on Manhattan's lower West Side. The Board of Estimate has already approved preliminary plans for the construction of a \$25,000,000 wholesale produce market on a 126-acre site in the Hunts Point section of The Bronx. Relocation of the present market—the largest of its kind in the country—not only will eliminate congestion in the downtown area, and reduce food handling costs, but it will open for new development the 17-block area of the existing market site.

Minimum Wage: To press for a rise in the hourly minimum wage to \$1.25 an hour.

Education: To assist in implementing the improvements in organization and administration of the Board of Education, recommended as the result of survey of the Board by the City Administrator.

Inspection Control: To use every means at our command to prevent dishonesty and corruption in the inspectional services of the City. A council on inspections has been formed, composed of the heads of all agencies performing inspectional func-

tions, to make recommendations concerning changes in law, in policy and in procedures, which will further strengthen inspection control.

Regional Development: To follow up on the decision of the elected heads of the counties and cities who constitute the Metropolitan Regional Council, to seek official status as a tri-state federation of local governments working to advance the region's interests.

Off-Track Betting: To continue our campaign, begun two years ago, for the legalization of off-track betting, with a governmental service charge upon the proceeds. Such a service charge would yield substantial municipal revenues without any harmful effect upon the City's economy, and at the same time would help to eliminate illegal bookmaking. There can be no distinction on moral grounds between betting at the track and betting away from the track.

Clean City: To continue the successful crusade for a cleaner city begun in 1955 as a cooperative effort of the Sanitation Department and the Citizens Committee to Keep New York City Clean. The cleanliness and appearance of the City have been vastly improved by the series of "Big Sweep" drives undertaken each year through the combined forces of public service advertising, public education, inspection and enforcement.

These are the major objectives upon which our efforts will be centered in 1960. They are however, only a part of our total job. There can be no relaxation as we drive toward the fulfillment of our continuing objectives:

To improve our management tools;

To fight racial bias wherever in the City it may rear its head;

To expand facilities for the aged;

To work with undiminished vigor on the causes and prevention of youth crime;

To make our City a safer and more secure place for its residents;

To intensify municipal medical research;

To make additional progress in dealing with narcotics addition as a medical-psychiatric problem—an area in which the City made notable advances in 1959;

To improve physical plant and standards of rehabilitation in our penal institutions;

To reduce the quantity of pollutants in the City's air and in the waters around it;

To increase the number of parks, playgrounds and other recreational facilities;

To create additional off-street parking facilities and speed the flow of traffic through our streets;

To work unremittingly for the greatest possible economy of operation as we move toward our objectives.



Address

Of The Mayor of New York City

To The City Council

Upon Presenting His Annual Report for 1959

MR. PRESIDENT AND MEMBERS OF THE COUNCIL:

For the seventh time, I appear here to lay before you a summary of our City's problems and prospects. This is in accord with a provision of our charter that the Mayor present to you annually a review of our municipal finances, government and affairs.

THE CITY'S ECONOMY

Last year, in speaking to you, I said: "New York City entered 1958 exposed to the contagious forces of nation-wide recession. Despite the impact of this downturn, the City's economy continued to demonstrate its underlying strength."

As we entered 1960, we found further evidence of that strength. The City has been sharing fully in the upward movement of the national economy. Employment has continued to rise; in 1959, consumer purchases attained levels substantially beyond those of the preceding year; construction of both residential dwellings and office buildings reached new highs. Clearly demonstrating the growing strength of the City's economy, tax receipts and general fund revenues from all sources were more than \$100,000,000 higher than in the preceding year.

Normally, New York does not swing as deeply downward in the event of a recession as does the remainder of the country. Consequently, the period of economic comeback is neither so sharp nor so painful. The diversity of the City's economy is thus an important cushion against economic setback.

There are some interesting facts in this respect which merit citation.

First, although manufacturing provides a smaller portion of total employment in New York City than in the rest of the country, and

although some manufacturing has migrated from the community, New York City nevertheless remains the largest manufacturing center in the nation. There are no signs that its preeminence is diminishing. If you add the great region of which our City is the economic core, then our position as a manufacturing center is even more strongly buttressed.

Second, the City is characterized not by concentrations of huge manufacturing plants, but rather by small production firms making a great variety of products. Of all manufacturing firms in the City, 89 percent employ fewer than 50 people each. The City has a flexible pool of resources that these small plants require—materials in all stages of manufacture, skilled labor, the services of technical and commercial specialists, large and easily-available markets. Also, there is more than 300,000,000 square feet of the kind of space such firms need. The City is thus a haven for the small manufacturer, for the enterprising beginner with a production idea—and we welcome him.

At the same time we are not overlooking the fact that a sound economy requires protection for all workers in the City's industries. In this respect our Committee on Exploitation of Workers has been doing a fine job. The Committee consists of representatives of industry, trade unions, government agencies and religious leaders of the three faiths. The Committee was formed to combat exploitation of Puerto Rican and Negro workers by unscrupulous unions and employers. The Committee has developed a training and education program in conjunction with industry, trade unions and the Board of Education in an effort to promote the skills and productivity of these workers, and thus expand

their value to themselves and to our economy. May I add that the City Council has by unanimous resolution called for an increase in the basic hourly minimum wage, and I commend this body for taking such forthright action.

Third, a large segment of our workers—nearly one out of every two—is engaged in providing services required by the City's business and industry, and by the whole nation—such as advertising, accounting, architectural, engineering, managerial, business advisory, financial, insurance, government, utilities, entertainment, and clerical assistance.

Of the 500 largest corporations in the United States, 135—better than one out of every four—have their headquarters in New York City.

Fourth, in retailing the City remains pre-eminent. For the first three-quarters of 1959, retail sales per capita were 5½ percent higher than for the same period in 1958. Preliminary estimates by the City Treasurer, based on sales tax receipts for the fourth quarter, indicate that the increase for the full year will be even greater. Manhattan still dominates the 22-county tri-state retail market, with a 21 percent share of total retail sales. The development of shopping centers on the City's periphery helps to strengthen the region of which New York City is the dynamic nucleus. I welcome a strengthening of the area around the City—for the economic health of the entire region is intertwined.

The critics and pessimists often neglect one vital fact about New York City—its remarkable power of renewal. We seem always able to offset factors of decline with other factors of increasing strength. I give you examples now occurring:

There is the 1964 World's Fair. The groundwork got under way last year. This enterprise, which we are enthusiastically supporting, will bring an estimated \$6,000,000,000 worth of business to the City.

There is the World Trade Center. Proposed by the Downtown Manhattan Association, the plan calls for a combination office and hotel building of 50 to 70 stories, a six-story international trade mart and exhibition hall, and a central securities exchange building. The plan demonstrates the confidence of the business community in the City's future. The City government will do all it can to help make this plan a reality.

Plans are well advanced to move the Washington wholesale produce market to a new site at Hunts Point in the Bronx. And with the removal of this market, the downtown area in which it is now located will be subjected to great new commercial redevelopment.

During 1959, 21 new office buildings were completed in Manhattan, and 52 in the entire City.

I submit to you that defeatism has no place in our thinking as we contemplate the City's prospects. Nothing can prevent us from making this an ever more desirable community, in an economic sense—nothing except lack of imagination, lack of courage, or lack of will to move forward.

THE BUSINESS OF GOVERNMENT

The City government furnishes an immense variety of services to its people, more than any other major municipality in the United States. Some of the services paid for directly by the people of our City are, in other areas, reserved for the budgets of county or state governments. The City's budget for education alone is higher than the total budget of nearly every other city in the United States. The City's municipal hospital plant has not even a close second anywhere else. The City's police force is not only larger than any other municipal police force in the nation, but the ratio of police to population is higher in New York than in any other city. Our Sanitation Department cleans regularly nearly 5,000 miles of streets. The City's excellent water supply is drawn from great distances—and at great cost. We must maintain special agencies for special purposes—such as labor, intergroup relations, youth services, traffic, transit.

The cost for all the complex services demanded by our people and provided by our City government is more than \$2,000,000,000.

Where does the larger portion of this money go?

In the fiscal year 1959-60, education, health and hospitals, welfare, police, correction, and other basic services, together with debt service and pensions, took approximately 90 percent of our budget. The activities I have mentioned are not overstaffed; they are in fact areas where

the pressures for even more service never cease.

The remaining 10 percent of our budget covers all other government activities—including the courts, all the many other City agencies, the executive offices, the Board of Estimate and the City Council.

All cities, like all families, have suffered from the inflationary pressures in the post-war years. In addition, the higher standard of living, along with technological changes and migration, have required increases in traditional services and establishment of new ones by local governments. In contending with these forces, New York City has fared relatively well compared to the State and to other local governments in the United States. Per capita expenditures of other city governments and of New York State have increased at a faster rate than have per capita expenditures of New York City.

From 1950 to 1958, New York City's per capita expenditures increased 55 percent. In the same period, the per capita expenditures of New York State for State purposes increased 58 percent. Per capita expenditures in 40 cities other than New York, with a population exceeding 250,000, increased 57 percent; and in the 440 cities with populations of 25,000 to 250,000, the increase was 69 percent.

The growth in the City's per capita expenditure is thus seen to be relatively moderate when compared with the latest available figures for the State and other local governments.

It is our municipal policy that every request for expenditure must be rigidly examined, with the requirement for economy constantly in mind. Our management forces continually scrutinize all activities with the aim of reducing the cost of operations, rooting out duplication of functions, eliminating services no longer needed, finding less expensive ways to perform many tasks, returning to the tax rolls City-owned property which no longer serves a useful municipal purpose, striving for a full measure of value for every dollar spent, and planning carefully for the future. Our austerity measures have enabled us over the last three years to liquidate substantial numbers of jobs from the City's budget. A total of 1400 positions has been eliminated from the 1960-61 budget.

As you know, we place strong emphasis on the management instruments and techniques that

help us achieve these results. We are trying constantly to refine these instruments and techniques.

We have also made strict observance of ethical conduct a fundamental tenet of our governmental operations. This Council is to be congratulated for establishing a Code of Ethics more rigorous than that of any other governmental jurisdiction in the United States. Nothing less than absolute and unquestionable honesty may prevail among those who are employed in any capacity by the City. The sole standard in governmental affairs must be the public interest. Any attempt to gain improper advantage, to advance the private or financial interest of any individual or group must be dealt with most severely because it is a challenge to integrity of government.

CITY-STATE RELATIONS

One of the long-range goals of my administration has been to place City-State fiscal relations on a more mature and realistic foundation. I have never personally accepted the concept of a split between "upstate" and "downstate", and have worked hard to heal the traditional antagonism between these portions of our geography.

A giant step toward resolution of the fiscal conflict between New York State and New York City was taken in the new State aid formulas announced on March 26.

The agreement has a significance going beyond the addition of \$41,000,000 in State contributions toward the services of City government, with the possibility of another \$40,000,000 in the event Congress should relinquish the local telephone tax. The significance lies in the changed relationship between the two units of government, City and State; and recognition by the State of the City's claim for fairness of treatment.

The agreement does not foreclose continuing presentation of our case where inequities occur, nor review of our case by the State.

I wish to bring to your attention the fact that the issue of local home rule, a matter of great basic importance, has not been touched by this agreement. Our right to be free from the necessity of running to Albany for permission to pro-

ceed with a great variety of purely local matters, our right to govern ourselves with at least the powers of a small chartered city in California—this remains a major goal of my administration. We are an old City on this continent. We have long experience in the art, science and responsibility of government. We *can* govern ourselves, and we should have the authority to do so. The means for achieving this result ought to be a matter of highest priority with the New York State Commission on Governmental Operations, now examining into City affairs.

HOUSING

Good housing for all our citizens has been and continues to be one of our paramount objectives. The road to the attainment of this goal is long and difficult, but we are heartened by the strides already made. We are determined to marshal every available weapon in the fight to arrest the spread of blight, reduce slum conditions, and accelerate the construction of new housing for all income levels. To the members of the Council I wish to express my gratitude for their sympathetic and constructive participation in our concerted efforts.

In this area, I can report substantial achievement.

Last year, nearly 42,000 dwelling units were added to the City's housing supply, more than in any year since 1952. After deducting units lost by demolitions and conversions, we still had a net gain of close to 23,000 apartments and private homes, enough to house the population of a fair-sized city.

Our public housing operation has advanced at a rate unequaled anywhere else in the nation. More than 106,000 low and moderate-income families are now housed in 92 public housing projects. Fifteen projects now under construction will provide modern apartments for about 12,000 additional families.

Our Title I operation is moving forward on a scale unmatched anywhere. We have to date constructed more housing under Title I, particularly middle-income housing, than all of the other cities in the country combined. While mistakes were undoubtedly made in the early stages, they have been corrected where they occurred. These mistakes must not be allowed to obscure

the successes like Corlears Hook, Morningside Gardens and Columbus Circle Apartments and Coliseum, Pratt Institute and Fort Greene in Brooklyn, North Harlem, Park West, among others. When all Title I projects now under construction are finished, they will—together with those already occupied—provide 28,400 new apartments and clear more than 300 acres of slum land. Eight additional projects, now in advanced planning, will clear about 170 acres of slums and provide more than 11,000 new dwelling units.

The return to the City in added tax revenues from these projects will eventually far exceed the City's contribution toward the original land acquisition.

The preliminary plan for still another approach to better housing—the vast West Side Urban Renewal Project—was completed in 1959. Under this plan, a deteriorating but basically sound neighborhood will be upgraded by combining conservation and rehabilitation with spot clearance and redevelopment of those portions beyond reclamation. This is only the first of such projects. We shall proceed with others.

With the aid of loans and tax incentives for middle-income housing under State legislation which we initiated, two City-financed projects, with 820 dwelling units, and five State-financed projects, with 1,118 dwelling units, have been completed. Fifteen more projects of this type are under construction or in advanced planning.

We have initiated a special neighborhood conservation program which utilizes the concerted efforts of tenants, owners, community organizations and City agencies to halt decay in areas not covered by clearance and urban renewal plans. Four neighborhood conservation districts have been designated. Others will follow as we gain experience with this approach.

Our comprehensive attack to halt the spread of blight is showing results.

Recently, the Council wisely adopted local legislation aimed at dealing with one of our most urgent slum problems—single-room occupancy in multiple dwellings and the conversion of one- or two-family dwellings to rooming houses. As you know, this legislation imposes a permanent ban on conversions of apartments to single-room occupancy and one or two-family dwellings to rooming houses. It also prohibits the occupan-

cy of single-room accommodations by families with children under sixteen years of age, unless the room has its own cooking and bathroom facilities. Children now living in single room accommodations are permitted to continue such occupancy until January 1, 1965.

Through the New York City Housing Authority, we have initiated a plan for reconvert-ing single-room occupancy buildings to apart-ment use.

A continuing series of crash inspection sur-veys has been launched to crack down on hous-ing and health violations in areas where a high incidence of violations occur.

A new Housing Court has been established, where swift justice can be meted out to slum landlords who violate the law.

We have adopted new standards for brighter lighting of hallways in multiple dwellings.

Twice we have put before the State legisla-ture bills to empower the City to proceed effec-tively against unscrupulous landlords who let their buildings deteriorate without regard to the requirements of health and safety. One of these measures would authorize the City to take con-trol of a building, collect the rents and apply them to remedy the violations, whenever an ab-sentee landlord fails to correct dangerous condi-tions. A second measure would speed up the prosecution of building violations by making them offenses, instead of misdemeanors, thus giving the Magistrates' Courts final power to try such cases. The third bill sets up a schedule of minimum fines for violations of the Multiple Dwelling Law and permits jail sentences instead of or in addition to fines.

A Deputy Commissioner for Relocation has been appointed, as recommended by my Special Adviser on Housing and Urban Renewal. Steps have already been initiated to institute a uni-form minimum schedule of relocation payments for the benefit of tenants displaced by public improvements.

We are moving quickly to implement the Special Adviser's recommendations to correlate the housing and urban renewal efforts of all City agencies and to establish a Housing and Redevelopment agency to carry on the functions of the Committee on Slum Clearance, the Urban Renewal Board, and the Neighborhood Con-servation Unit, and the functions now exercised

by the Comptroller under the Mitchell-Lama Law and the Redevelopment Companies Law.

Other measures we have worked out include:

1. A new package of local legislation dealing with sanitary and janitor facilities in the older tenements.

2. State legislation to continue and expand tax incentives for the improvement of substand-ard dwellings.

3. Installation of new street lighting devices to make the neighborhoods more cheerful and safe.

4. Test suits initiated by the Corporation Counsel to compel landlords to make necessary repairs in compliance with the law.

5. Exploration of ways to channel additional City credit into the Mitchell-Lama program to increase our supply of new middle-income hous-ing.

6. Development of some type of transitional housing for the problem family which is not accepted in private housing and is ineligible for existing public housing.

7. Legislation which will enable us to make low-interest loans to owners of multiple dwell-ings for improvements, rehabilitation and the installation of central heating.

8. State legislation to permit the City Hous-ing Authority to sell or lease some of its mod-erate-income projects to non-profit cooperatives.

These are the steps to meet the City's housing problem. We are still a long way from the attain-ment of our housing goal. We are determined to spare no effort in our continuing quest for the eventual elimination of slum conditions and the provision of decent housing for all. I will come to you from time to time, as I have in the past, to request your assistance.

TRAFFIC AND TRANSIT

Last year, for the first time since 1947, pas-senger use of the public transit facilities rose above the preceding year; and by a heartening figure—nearly 13,000,000. We do not know all the reasons for this gratifying change. In part, it may be caused by the return to mass transit of persons who have sensibly given up the use of private automobiles on the heavily-congested City streets.

The City heavily subsidizes its mass transit

facilities. While we welcome the rise in passenger use, our transit and transportation problems are still monumental. When the last threatened subway strike had been averted, I pointed out that we must take steps to prevent this recurring threat to the lifeline of the City's economy. The City should not be subjected to this periodic anxiety, uncertainty and near-panic.

I have therefore directed that a top-to-bottom study be made of transportation in the City of New York. The City Administrator's office is preparing, in the first instance, a report on what should be included in this study, and what facilities may be needed to do the job thoroughly. When this first phase is completed, I will set in motion the necessary machinery for working out our solutions. I may add that the proposed solutions must be within the framework of our present 15 cent fare structure.

To deal with problems of commuter transportation, the Metropolitan Regional Council has by unanimous vote urged the Governors of New York, New Jersey and Connecticut to set up a tri-state transportation agency with power to negotiate means for preserving existing transit commuter service. The agency would be made up of representatives of the three states, New York City, and the Regional Council. And we have acted to involve the Federal government, by getting behind a plan for the establishment of a Federal lending agency which would make long-term low-interest loans for the rehabilitation of transit facilities.

In my Address to the Council last year, I called attention to the four-point plan for traffic relief presented by the Inter-Departmental Traffic Council: creation of more parking spaces on the City's periphery; extension of Manhattan's network of one-way avenues; expansion of Operation Crosstown to speed traffic in the midtown streets; and establishment of a civilian corps to enforce parking meter violations.

I am pleased to report substantial progress in every one of these fields. Last year, the capacity of the City's off-street parking system was increased by 60 percent. Operation Crosstown was extended so that its boundaries now run from 43rd to 47th Streets and from Third to Eighth Avenues in Manhattan. Mid-block congestion has been greatly cut on these streets and the time of the average crosstown trip has been cut by

almost one-third. The Traffic Department has completed plans for conversion of Third and Lexington Avenues to one-way operation. The beneficial results already obtained in Manhattan has led to an extension of one-way operation to Brooklyn.

A parking meter enforcement division has been established in the Traffic Department, and will soon begin operations, employing female parking officers. This will relieve uniformed police for more essential duties.

SOCIAL SERVICES

The work of our welfare services is designed to help those of our people who otherwise would suffer intolerable burdens of hardship and need. It must be repeatedly emphasized that relatively little of our Welfare funds—less than ten percent in 1959—goes to what is called "home relief," that is, general public assistance. By far the greater part goes to give help to dependent children, the blind, the disabled, and the aged.

I am pleased that a measure which would have denied assistance to those holding residence less than a year was vetoed by the Governor. We had opposed this bill as inhumane. Had it become law, it would have thrust the burden for the care of these unfortunate persons on the voluntary agencies, and eventually on the City's own budget. I shall always oppose such restrictions upon those who need our help for the basic necessities of life.

The work of our youth services last year had both encouraging and discouraging results. While figures of both the Police Department and the Children's Courts show a drop in total cases involving juveniles—the first such decrease in several years—there was a rise in the number of serious crimes committed by youths.

As I have pointed out to you in the past, youth crime is a world-wide, not a local, problem. Most of today's teen-agers were born in a period of great international stresses and dislocation of family life. The overwhelming majority of the City's youngsters have withstood these strains and are taking their places as responsible members of the community. The scholastic and cultural accomplishments of our young people are unsurpassed in the United States, as attested by the results of national competition in varied fields. It is unfortunate that the reputation and

accomplishments of our youth are clouded by the actions of the few troublemakers. We must redouble our efforts to curb youth crime, and to bring the relatively few delinquents back into the community of law-abiding young people.

We have taken action to combine the work of the Youth Board—the City's official agency for the prevention of juvenile delinquency—with the work of other City agencies and private organizations in day-to-day contact with young people. Employment is one effective antidote for delinquency. The Youth Board is therefore expanding its efforts, begun in 1958, to give vocational guidance and to find employment for teen-agers. Concentrating especially on those neighborhoods having a high incidence of juvenile delinquency, we are assisting local civic, youth, and religious leadership to combat youth crime and disorder at the neighborhood level.

Our expenditures for dealing with this massive problem are high, but in my view absolutely essential.

In our budget for 1960-61 we are allotting \$300,000 for the employment of 50 additional probation officers in Domestic Relations Court. These men will help implement our efforts in dealing with our problem families, from which come such a disproportionately large number of young people in trouble.

We are still pressing for the State to provide additional facilities and personnel for dealing with youth in detention. This is essential in order to reduce the burden on our own facilities, which are tragically overcrowded.

MEDICAL RESEARCH

We are taking bold, almost unprecedented steps in municipal medical and public health research. Two years ago, the New York City Health Research Council was created in a pioneering move to administer municipally-supported medical and health studies. Last year the Research Council made the first grants to local medical schools for specific medical research projects to be carried on in our municipal hospitals. The grants, totaling almost \$265,000, will support research in cancer, infectious diseases, narcotics addiction, diseases of the cardiovascular, pulmonary, and nervous systems, and a wide range of other medical and health problems.

The research work of the medical scientists in the City's Health and Hospital Departments has been nationally acclaimed.

In seeking the conquest of cancer, these departments are not only conducting research directly into its causes and methods of treatment, but are training technicians in methods of detecting the disease more swiftly and surely.

One of the most brilliant chapters in medical research is the story of the dramatic advances made in bringing tuberculosis under control. The drama becomes evident when we read the figures: In 1900, the death rate was 280 per 100,000 of the City's population. In 1959, the rate was 10 per 100,000.

Research projects are being carried on as part of the City's effort for care and treatment of the aged, chronically ill and disabled. The rehabilitation service of the Department of Hospitals is the largest such service of any municipality in the nation.

Last year we initiated a program to deal with narcotics addiction as a medical rather than a criminal problem. The new policy transfers responsibility for care of self-committed adult narcotics addicts from the Department of Correction to the Department of Hospitals. These victims now receive out-patient treatment at ten mental hygiene clinics in municipal hospitals throughout the City. In-patient service for victims of drug addiction has also been established at Metropolitan Hospital. A second unit will be set up this year.

A research project of immense potential importance—the study of the relationship of diet to heart disease—is being conducted by the Health Department. Our physicians, by following carefully the results of especially prepared diets, are trying to learn the effect of fat and cholesterol in the diet on hardening of the arteries and heart disease.

I believe this work, done quietly and efficiently, is an important and necessary addition to the responsibilities of local government.

GOALS FOR 1960

This administration has from the beginning worked closely with the City's people. As part of this practice, we have established annually a group of goals.

For this year, we have again set forth a group of objectives. They are:

To advance our efforts for a revised charter that will make for more efficient government;

To continue and expand our drive for more and better housing in all income brackets, and for the reduction of slums;

To prepare a comprehensive plan for dealing with the City's transportation problems;

To move forward on a master plan for the zoning of the City, with assurance that the views of the people will be fully considered before final action is taken;

To work out a master industrial development plan, and to extend work on industrial parks within the City limits, for the purpose of providing incentives for industries to establish and to remain here;

To speed removal of the wholesale fruit and produce market from the badly-congested area on Manhattan's lower West Side to the Hunts Point section of the Bronx;

To seek a rise in the minimum wage to \$1.25 an hour;

To assist in implementing the improvements in organization and administration of the Board of Education, recommended as the result of surveys by the City Administrator and by the State Commissioner of Education.

To continue the use of every means at our command to prevent dishonesty and corruption in the inspectional services of the City—and, indeed, anywhere in the public service where these evils may occur;

To continue our campaign, begun two years ago, for the legalization of off-track betting, as a legitimate revenue-producing measure. There can be no distinction on moral grounds between betting at the track and betting away from the track;

To continue, with undiminished vigor, the successful crusade for a cleaner city begun in 1955.

To follow up on the decision of the elected heads of the counties and cities who constitute the Metropolitan Regional Council, to seek official status as a tri-state federation of local governments working to advance the region's interests;

These are the major objectives upon which our efforts will be centered in 1960. They are, however, only a part of our total job. There can be no relaxation as we drive toward the fulfillment of our continuing objectives, which are:

To improve our management tools;

To fight racial or religious bias wherever in the City it may rear its head;

To expand facilities for the aged;

To work even harder than we have on the causes and prevention of youth crime;

To make our City a safer, more secure place;

To improve physical plant and standards of rehabilitation in our penal institutions;

To reduce the quantity of pollutants in the City's air and in the waters around it;

To increase the number of parks, playgrounds and other recreational facilities;

To create additional off-street parking facilities and speed the flow of traffic through our streets;

To work unrelentingly for the greatest possible economy of operation as we move toward our objectives.

Government in New York City is never easy, nor is it a job for any one man alone. Not only is our government intricate, it is subtle in the sense that its problems are almost wholly, in the final analysis, human problems. We do not make our decisions in ivory towers. It is precisely a realization of this humanity, I believe, that is a distinguishing feature of our government.

I want to extend my personal gratitude and thanks for the help given me by my colleagues of the City Council and the Board of Estimate. The burdens of office would be oppressive without the help of their wisdom, their experience, their good judgment—these elected officials who are closest to the people.

We are living in a period of immense change. I am confident we are going ahead in the right way. That we have made and will continue to make errors, I do not dispute. But the City is not becoming obsolescent; on the contrary, it is doing well. We cannot boast; neither need we be pessimistic. I am convinced that history will record our efforts kindly.

TO THE CITY COUNCIL

UPON PRESENTING HIS ANNUAL REPORT FOR 1959,

LEGISLATIVE SUMMARY

Our efforts to obtain State legislation to cope with important City problems have met with exceptional success this year. Please bear with me as I summarize the major gains:

In the field of housing:

1. A bill to consolidate in a single agency the administration of slum-clearance, urban renewal, neighborhood conservation projects, and the functions now exercised by the Comptroller for the encouragement of middle-income housing construction by limited-profit companies. This will enable us to bring together a variety of now-diffused operations and speed up our work for better housing.

2. A bill authorizing the Commissioner of Real Estate to issue regulations governing the tenant relocation activities of our public agencies, and to establish, with the approval of the Board of Estimate, a uniform schedule of relocation payments for the benefit of tenants displaced by public improvements.

3. Legislation to continue and expand tax incentives for the improvement of substandard dwellings.

4. Authorization for loans by the City to owners of multiple dwellings for rehabilitation and for the installation of central heating.

5. A measure permitting the City Housing Authority to sell or lease some of its moderate-income projects to non-profit cooperatives.

6. A bill authorizing the acquisition of non-residential sites for commercial redevelopment.

7. A bill meeting in part my request for mandatory imposition of minimum fines or imprisonment for certain violations of the Multiple Dwelling Law.

8. A bill closing a loophole in the City's tax on transfers of real property by making the tax applicable even though the transaction is closed outside the City.

9. A bill streamlining condemnation proceedings in cases where the City and the property owner have agreed on the amount of the award, thus saving interest costs and other expense to the City while at the same time expediting payment to the owner.

Unfortunately, we have again been blocked in our campaign to obtain two important measures which would enable us to proceed effectively against unscrupulous slumlords. I refer to a bill which would authorize the City to take over a building and apply the rents to correct hazardous violations, and a second measure designed to speed up the prosecution of slumlords by making violation of the multiple dwelling law an offense instead of a misdemeanor. We will continue to fight for the enactment of these measures.

Tremendous progress was made in obtaining for New York City a more equitable allocation of State aid. The additional grants fall into the following categories:

Aid to help cushion the adverse impact on State aid for education caused by sharp upswings in property valuation;

Additional assistance for special classes for non-English speaking children;

New York City's proper share of additional State-wide education aid;

Reimbursement for the full cost of teacher training in City colleges;

Reimbursement of 50 percent of the debt service for capital costs of municipal colleges;

A share of motor-fuel tax revenues on a comparable basis with up-state counties;

Additional aid for mental health activities; and

Reimbursement for certain correctional services.

Another important development in the area of State aid was the Governor's commitment to a thorough study of the present formula for apportioning aid for education, in advance of the next session of the Legislature. This formula is a patchwork of changes made over many years. The time has come for a new revised formula under which the City will be treated on a par with the rest of the State.

In addition, the State has agreed to reconsider the per capita allowance to local governments. This allowance is a flat sum which does not presently take into consideration the rise in costs since the adoption of the system of per capita State grants in 1946.

The Legislature failed to enact two economic measures of great interest to New York City - a \$1.25 minimum hourly wage, and a system of off-track betting.

In one important area, the Legislature unfortunately bottled up the major portion of the program we had recommended. This was our package of bills for combatting youth crime. Included were measures dealing with unlawful assembly, possession of certain weapons, the licensing of dealers in rifles and ammunition, and the setting up of a central registry of official information on youth crime. However, a measure was enacted to consolidate in a single agency all probation services in the City. Legislation was enacted to do somewhat more in the development of youth rehabilitation facilities, a measure whose adoption I have repeatedly urged.

Among other measures enacted was a bill authorizing me to appoint two additional members to the Temporary State Commission on the Governmental Operations of the City of New York. The City will thus have stronger representation on this Commission as it proceeds to review our governmental structure and operations.

